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COMPREHENSIVE PLAN for SHELBY MONTANA

**NORTHWEST
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A C O M P R E H E N S I V E P L A N
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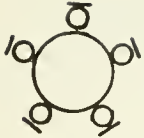
PREPARED BY

NORTHWEST PLANNERS, INC.
HELENA, MONTANA

Project No. Montana P45-B-1-E-2

Prepared under contract for the Department of Planning and Economic Development, State of Montana, and the Shelby - City - County Planning Board.

The preparation of this Plan was financed in part through the Urban Planning Grant from the Department of Housing and Urban Development, under the provisions of Section 701 of the Housing Act of 1954 as amended.



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MEMBERS:

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A. S. C. E.,

I. T. E.,

June 15, 1971

Shelby-Toole County City-County Planning Board
Shelby, Montana

Gentlemen:

We are herewith submitting the Comprehensive Plan for Shelby and its environs. This document includes inventories, analyses, and recommendations in the form of a long range Plan. The Plan is based on standards that are considered adequate to meet the needs of the populus living at present day levels. Schools, hospitals, parks, streets, water, sewer and other facilities serving the people of the community have been planned to serve the needs of the estimated population from the present to the year 2000. Future generations may continue to demand more services resulting in the need for the planned improvements in a shorter period of time than called for in the Plan. For example the 1980 population may require more water per person than the average person living in Shelby at the present time. This will not make the Plan obsolete, it simply means that the planning period will be accelerated and that the 1990 water system may be required to meet 1980 demands.

If the Plan is adopted and used as a guide for the growth of the community, the final product will be a community which resembles the Comprehensive Plan in land use quantities and distribution. This is a community which has an adequate amount of schools, parks, major thoroughfares and utilities with land uses arranged to minimize the intermixing of conflicting uses.

The Plan must be adjusted periodically to take into consideration economic impacts, both positive and negative, which will influence the growth of the community. This is a continuing function of the Planning Board.

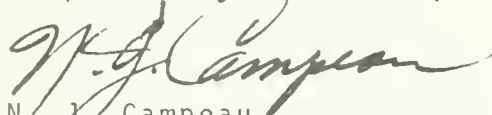
The proposed zoning ordinance and subdivision regulations give the administrative bodies the necessary tools to implement the Plan. The Capital Improvements Plan provides a guide for financing major improvements.

It has been a fulfilling experience working with the community in developing this Plan. The List of Credits covers the names

of some of the people who helped in the formulation of the Plan but not mentioned are many other individuals who volunteered information or put forth suggestions during the planning period. Our thanks are extended to all individuals who actively participated in this project.

Clete Daily was planner-in-charge of this project.

Respectfully Submitted,

A handwritten signature in dark ink, appearing to read "N. J. Campeau", written in a cursive style.

N. J. Campeau
President, Northwest Planners Assoc.

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CHAPTER I

INTRODUCTION



CHAPTER I

The comprehensive plan provides a framework for better understanding the current problems of a community as well as a guide for local government to implement solutions through the use of regulatory controls and prudent utilization of assistance programs. The ultimate purpose being to render to the people a better way to live, work and play in their community.

HISTORY

1890—Shelby was first established as a result of the routing of the railroad connecting Lethbridge, Canada to Great Falls. As a rail depot it became a distribution center serving sheep and cattle ranchers within a 75-mile radius.

1896—The townsite was laid out and a large water reservoir built, which eliminated the long trek to the Marias River for the daily water supply. The town grew rapidly following the solution of the water problem.

1908—Marias River flooded causing severe flood damage from the mouth of Cutbank Creek to the Missouri.

1910—Shelby was incorporated.

1914—Toole County was established with Shelby as county seat.

1916—Serious drought, Shelby lost half of its population.

1921—Development increased with the start of World War I accelerated by the discovery of oil in the Kevin area.

1923—Dempsey-Gibbons boxing match brought national recognition.

1930 to 1960—Shelby showed a steady population growth exceeding that of Toole County or the State for the decades from 1930 to 1960.

1960 to 1970—During this decade Shelby experienced a 22.6 percent decrease in population and decreases in retail sales, and employment.

REGIONAL SETTING

Toole County with an area of 1.3 million acres is located in the north-central part of the state bounded by the Canadian province of Alberta on the north, Liberty County on the east, Pondera County on the south and Glacier County on the west.

The City of Shelby, located in the southwestern sector of the County, is the largest city in Toole County as well as the county seat.

Shelby lies at the junction of Interstate 15 and U.S. Highway 2. Interstate 15 extends from Southern California to the Canadian border and is a relatively heavily traveled route serving the intermountain area of Utah, Idaho and Montana as well as Canada. Highway 2, extending from Minnesota to Seattle, Washington, is a heavily traveled tourist route providing direct access to Glacier National Park. Shelby is also on the main "Hi-Line" route of the Burlington-Northern Railroad. This highway junction and railroad line make Shelby a major transportation center for Montana.

The major industries in Toole County are farming, ranching and oil production.

PLANNING AREA

The planning area is coincident with the Shelby Mosquito Control District and covers a region ranging from 1 to 1½ miles from the city center.

GOALS AND OBJECTIVES

The Shelby City-County Planning Board adopted the following goals and objectives around which this plan has been formulated:

1. Shelby's degree of growth both economically and populationwise will depend greatly on the number of permanent workers of the ABM complex who become residents of Shelby. This will depend on good access to the missile site which will require the upgrading and paving of FAS 417 (F Bridge Road). Shelby-Toole County will stress to have this road improved.

2. The City of Shelby has experienced several boom periods from oil explorations. This has left many old buildings as well as other urban blight that detract from the true value of the city. Shelby would like to organize a development program to remove the downgrading features and stress an attractive appearance to its citizens and visitors.

3. Based upon the expected expansion of Shelby from the ABM impact, the city should re-examine its zoning ordinances, building, plumbing, electrical and gas codes. A housing ordinance should be adopted and consideration should be given for a means of enforcement.

4. A city's image is somewhat based on its public facilities. Shelby's growth and age has created needs for some new public facilities such as a city hall and in cooperation with the county, a new city-county jail.

5. Public improvements, such as water, sanitary sewers, storm sewers, traffic patterns, parking (on street and off street), and schools should be inventoried and designed to meet present and future needs.

6. An inventory of present housing is needed with the development of plans for adequate housing in the future as to specific area and type of housing.

7. Since it is expected that Shelby will experience some growth, a need for planning the use of lands outside the city limits is necessary to provide organized development of this area.

8. Shelby's present economy depends largely on oil industry, agricultural production and marketing, railroading and tourism. Efforts should be made to investigate and expand these areas and the development of new industry to assist the economy should be investigated.

9. Shelby needs to examine its park and recreational facilities to meet its present and future needs. These should be fitted into existing facilities and they should take advantage of some of Shelby's natural attributes.

10. To encourage and promote the development of medical facilities and emergency capabilities (new

ambulances) as well as obtain professionals to meet the needs of Shelby and the area that it serves.

11. To encourage the expansion of the jurisdictional planning area to better enable total planning of the Shelby area.

12. Adequate transportation is necessary for a viable community. Shelby should explore all possibilities to develop adequate facilities as well as maintain its present rail passenger service.

In addition to the goals and objectives put forth by the Planning Board, this Plan has been developed around the following broad objectives:

LAND USE

1. Provide attractive and healthy residential areas.
2. Provide adequate park and recreation areas, schools, churches, libraries, jails and other public and semi-public facilities.
3. Support and assist the revitalization of the Central Business District.
4. Provide adequate sites desirable for their size, location and zoning to appeal to new industry and encourage growth of existing industries.

MAJOR STREETS AND HIGHWAYS

1. Protect homogeneous residential areas.
2. Develop systems of streets and highways that will allow people and goods to move safely and conveniently.

COMMUNITY FACILITIES

1. Provide school sites with adequate area for building expansion and playgrounds.
2. Provide parks and recreation for neighborhood and community activities.
3. Provide a water system with an adequate supply and distribution system for future growth and adequate fire protection.
4. Provide adequate and attractive civic buildings in areas that can best meet the needs of the community.
5. Provide adequate storm and sanitary sewer systems for present and future needs.

IMPROVEMENT PROGRAMMING

1. Develop a realistic program for improvement for 5 years and make long-range projection for planning period.

REGULATORY MEASURES

1. Provide a current zoning ordinance and zoning plan to accomplish the objectives of the Comprehensive Plan.

2. Provide a subdivision regulation which will insure adequate streets, compatible land uses and adequate provision for community facilities.

SCOPE

Work undertaken in the Comprehensive Plan includes the following:

1. Base Mapping
2. Population Studies with forecasts to the year 2000
3. Economic Base Study
4. 1970 Land Use Inventory
5. Community Facilities
 - a. Schools
 - b. Parks and Recreation Areas
 - c. Civic Buildings
 - d. Utilities
6. Future Land Use Plan
7. Housing Study
8. Arterial and Circulation Element
9. Regulatory Measures
 - a. Zoning Ordinance
 - b. Sub-division Regulations
10. Capital Improvement Program



CHAPTER II

NATURAL RESOURCES



CHAPTER II

NATURAL RESOURCES

The future of Shelby is largely dependent upon the natural resources in the area. An inventory of available resources was made for the area.

LAND

Land is a basic foundation for the economy in Toole County. The rolling prairies surrounding Shelby are used for grazing and farming. Six hundred fifty thousand acres are in cropland with the primary crops consisting of wheat, barley and mustard. Six hundred thousand acres are used for livestock grazing. There are presently 7,947 irrigated acres in Toole County with 2,702 acres potentially irrigable under the present irrigation system.

Unlike the rest of the State, in Toole County private ownership of land predominates. Of the nearly 1.3 million acres in Toole County, 1,076,572 acres are privately owned. Public ownership of land consists of 97,064 acres in State ownership, 82,240 acres are federally owned, 919 acres County owned, and 229 acres are owned by the cities. About 90% of the total land acreage in the County is devoted to agriculture.

Elevations in Toole County vary from 2,850 feet at Tiber Reservoir to over 7,000 feet at West Butte in the Sweet Grass Hills.

SOILS

Four main soil types exist within the jurisdictional area. Table I evaluates these soils as to their desirability for building sites, septic tank drain fields, street construction, drainage, and landscaping potential. A

map of the jurisdictional area has been prepared showing the areas covered by these soil types. This map has served as a guide in allocating land for future development. The utilities section of this report considers additional chemical and engineering properties of these soils.

Construction in all soils in the Shelby planning area must consider two basic conditions: physical characteristics and chemical properties. Physical characteristics include frost heaving and freeze potential, shrinking and swelling of the soil, compaction of soil and building sinkage, and drainage. Chemical properties consist mostly of electrolytic corrosion of ferrous metals and rapid deterioration of some types of concrete. Problems intensify in areas where a high water table exists when a certain depth must be provided to overcome frost problems. Problems also exist in some areas for the construction of large structures where compaction and settling of the soil is required for several years before actual construction may begin. The new Shelby Senior High School is such an example. Generally, the areas requiring soil compaction are the areas of high water table.

Soil in the jurisdictional area is generally fertile, but the best farm land is located outside the jurisdictional boundaries. Water is the limiting factor in all agricultural endeavors in Toole County. Wind erosion has taken place widely in Toole County with substantial amounts of top soil being lost. This is true of the agricultural land in and around the jurisdictional area also. Good fertility and crop yields continue, but such conditions cannot be expected to continue if present erosion is allowed to continue.

TABLE I
PLANNING AREA SOIL TYPES

Estimated Soils Limitations or Suitability for Selected Use

SOILS	Building Sites	Septic Tank Filter Field	Street Location	Playgrounds	Lawns & Landscapes	Drainage
Kevin clay loam	Moderate 8, 10	Severe 5, 10	Severe 8, 10	Severe 10, 11	Moderate 10, 11	Slight
Sunburst Lismas Complex						
Sunburst clay loam	Moderate 8, 10	Severe 5, 10	Severe 8, 10	Severe 10, 11	Moderate 10, 11, 13	Slight
Lismas clay	Severe 4, 7, 9, 10	Severe 4, 6, 10	Severe 4, 8, 9, 10	Severe 3, 10, 11	Severe 4, 10, 11	Slight
Vanada clay	Severe 1, 7, 9, 10	Severe 6, 10, 12	Severe 7, 9, 10	Severe 10, 11	Severe 10, 11, 12	Moderate
Playas & Intermittant Lakes	Severe 1, 2	Severe 1, 2	Severe 1, 2	Severe 1, 2, 10	Severe 1, 2	Severe 2, 6

LIMITING SOIL PROPERTIES INDICATED
BY NUMBER IN TABLE I

1. Flooding or ponding hazard
2. Seasonally high water table within 2 feet of surface
3. Steep topography
4. Limited depth to bedrock
5. Moderately slow permeability (0.20 to 0.63 in./hr.)

6. Slow permeability (less than 0.20 in./hr.)
7. Highly susceptible to frost heaving
8. Moderate shrink-swell potential
9. High shrink-swell potential
10. Unfavorable clay content
11. Slippery and sticky when wet—slow to dry
12. Unfavorable salinity and alkalinity
13. Unfavorable lime content

GRAPH I

Toole County Oil Production—1960 to 1970
Barrels Per Year



Source—Oil and Gas Conservation Commission of the State of Montana

VEGETATION

The types of ground cover that will grow naturally in the area provide important input when considering beautification or park development.

Most of the native vegetation consists of range plants. Predominate grasses are blue gamma, needle and thread, western wheat grass, green needle grass and Sandberg blue grass.

Shrubs consist of Gardner Saltbrush, silver sage and greasewood, all of which grow well in the saline soils.

No native tree species have been observed growing in the jurisdictional area. Cottonwoods are found on the moist soils in the region.

MINERALS

Two major natural resources in Toole County are petroleum and natural gas. The Toole-Glacier border field is one of the largest natural gas fields in the State. The Kevin-Sunburst field underlies 500 square miles.

In the past five years the number of producing wells has declined by nearly 1/3 although production per well has increased and oil production for the area as a whole has been quite stable.

Toole County oil production over the past decade is shown in Graph I.

WATER

Major watersheds in Toole County are the Marias River and Willow Creek. These waterways provide a year-round source of water.

Ground water resources have not been widely developed. The City of Shelby presently acquires its municipal water from wells drilled in glacial outwash channels along the Marias River seven miles South of

the City. The ground water immediately around the City of Shelby is generally unpalatable and not fit for human consumption.

RECREATION

A combination of natural attractions within the area contribute to the possibility of further development of recreational areas.

More than 20 miles of the Tiber Reservoir are located in Toole County.

A developed camping area is located on the Marias River just south of Shelby. The Shelby Watershed Project also includes a developed camping area near the reservoir. This area coupled with the proximity of the junction of U.S. Highway 2 and Interstate 15, holds a high development potential for overnight campers.

CLIMATE

Climate is a major factor contributing to human convenience, agricultural stability, and industrial attractiveness. Due to a rain shadow created by the high mountains to the west, Shelby has a steppe or semi-arid climate with an average annual precipitation of only 10.86 inches. However, 75 percent of this moisture falls during the "growing season," in the spring and summer months. Temperatures range from 40 degrees below zero to 100 degrees above zero.

The extremes of the temperature range occur infrequently. Severe cold seldom lasts for more than two or three days because of the warm "Chinook" winds. Temperatures in the 90's may be reached 10 to 15 days a year while 100 degree temperatures occur on less than one day in five years. Average January temperatures are 16.9 degrees, while July temperatures average 67.6 degrees. Low humidity tempers the effect of these variations. Sunshine is abundant, with clear skies predominating throughout the year.



CHAPTER III

POPULATION



CHAPTER III

POPULATION

The most convenient measure of an area's economic strength and growth is through an analysis of its population trends. A population study is the basis upon which all future developments should be based. Forecasts and estimates of future population provide the necessary dimensions which permit the planning process to allocate areas and facilities in proper proportion and size.

Planning for the needs of future utilities, housing areas, highways and major streets, and number and types of schools is based upon population forecasts.

SUMMARY

The most pertinent facts relating to the planning area population are summarized below:

1. Shelby's 1970 population (3,111) shows a decrease of 23 percent from 1960 (4,017).
2. Shelby's share of the County's population has risen from 30 percent to 54 percent over the past 40-year period, following the national trend of a migration from rural to urban areas.
3. A sharp decline in birth rate is evident in Toole County. There was a decrease of 665 in the under 5 age bracket between 1960 and 1970. Birth rates across the country have declined substantially since 1960.
4. Elementary school population in Toole County decreased by 461 between 1960 and 1970 (ages 5-14 years).
5. There was an increase of 20 high school age persons between 1960 and 1970.
6. Toole County showed a decrease of 400 persons in the 25 to 34 year age category. This is attributed to a decrease in employment opportunities for this age bracket.
7. There is a general outmigration from Toole County of persons in the 24 to 45 year age bracket.
8. There is an in-migration of people in the 55 to 64 year age bracket.
9. The median age in Toole County for 1970 is 29.5 years.
10. Persons per household dropped in both Toole County and Shelby, as well as in the state as a whole.

	Persons Per Household		
	1950	1960	1970
Montana	3.22	3.25	2.82
Toole County	3.27	3.50	2.70
Shelby	NA	3.31	2.63

11. The following estimates of population have been forecasted up to the year 2000:

Year	County	Shelby
1950	6,807	3,058
1960	7,904	4,017
1970	5,839	3,111

1975	7,490	4,490
1980	7,710	5,210
1985	8,000	5,600
1990	8,230	5,920
1995	8,480	6,360
2000	8,730	6,800

INVENTORY AND ANALYSIS

To properly evaluate present population within the planning area it is necessary to consider the characteristics of past population data in the planning area, Toole County and in the state as a whole. In areas, such as Shelby, where growth rates have fluctuated widely, future population forecasts must be based on an in depth study of the relationship of local population to the population of the surrounding region, as well as its past and present trends. From such an in-depth study better data may be obtained on which more reliable population forecasts can be made.

POPULATION 1970

The population of the State of Montana has increased by approximately 146,000 persons (27%) over the past fifty (50) years to its present level of 694,409 persons in 1970. Growth over this period has been slow but steady at an average rate of 3% per year, with the only population decline occurring for the state in the ten year period between 1920 and 1930. Except for the 1950-1960 decade, when the rate of growth for the state was 14 percent, population gains and resulting growth rate have been relatively small.

Tables 2 and 3 indicate population changes for the State, County and community over the 50-year period from 1920-1970 in terms of real numbers and percentages of increase or decrease.

Table 2: Population Change, 1920-1970

Year	Montana	Toole County	Shelby
1920	548,889	3,724	.....
1930	537,606	6,714	2,004
1940	559,456	6,769	2,538
1950	591,024	6,867	3,058
1960	647,767	7,904	4,017
1970	694,409	5,839	3,111

Table 3: Percent Population Change by Decade, 1920-1970

Year	Montana	Toole County	Shelby
1920-30	-2.1	80.3	.....
1930-40	4.1	0.8	26.6
1940-50	5.6	1.4	20.5
1950-60	14.2	15.1	31.2
1960-70	2.9	-26.1	-22.6

Over the last fifty years, beginning in 1920, Toole County has grown by 2,115 persons. While the county has experienced variations in its population during the past fifty years, its share of statewide population has remained remarkably constant (see Table 4). During the 10-year period from 1960 to 1970, Toole County lost 2,000 residents, or 26 percent of its 1960 population, bringing its total 1970 population figures to 5,831 persons.

Shelby, the major city of Toole County, had a 1970 population of 3,111. This figure is twenty-three (23) percent lower than the 1960 census count of 4,017 persons. As indicated in Table 3, the percentage changes in population by decade have been considerably greater for Shelby than the changes occurring in the county as a whole. The present census figures, however, indicate a drastic turn of events as the population change for Toole County closely parallels that of Shelby.

This convergence of population growth rates between Toole County and Shelby indicates a greater concentration of county population in the major community. As shown in Table 4, Shelby's share of county-wide population has risen from 30 to 54 percent in the forty (40) year period since 1930. This is in line with state and national trends which indicate a greater urbanization of population. Although the trend is not as pronounced in Montana as it is in more populous states, Montana's population is definitely becoming more concentrated in the urban areas.

Table 4: Share of Parent Area Population

Year	Toole County % of State	City of Shelby % of County
1920	0.7	-----
1930	1.2	29.9
1940	1.2	37.5
1950	1.2	44.5
1960	1.2	50.8
1970	0.8	53.8

Shelby is the only "urban" area in Toole County according to the statistical classification of the U. S. Census, which defines "urban" as all incorporated areas over 2,500 persons. All other incorporated communities are considered "rural" by the Census. Urban population in Montana was 43.7% of the total in 1950. By 1970, urban population accounted for more than 50%, with a comparable percentage figure of 54% for Toole County.

The other incorporated communities in Toole County are Kevin and Sunburst. The population changes in these communities are shown in Table 5. Both of these smaller communities followed the same general pattern as Shelby, gaining slightly in population between 1950 and 1960 and then losing population in the past ten years. The 1970 population in both Kevin and Sunburst was below the 1950 level.

Table 5 also points out the changes in relative importance of the incorporated and unincorporated

population. The share of county population living in the unincorporated portions of the county has decreased consistently since 1950. The rate of decrease between 1960 and 1970 in the unincorporated areas was slightly higher than the overall rate of decrease for Toole County and moderately higher than the rate in the urban area.

**Table 5: Population of Incorporated Places—
1950, 1960, 1970**

Toole County	1950	1960	1970	% Change 1960-1970
Kevin	351	375	250	-33.3
Shelby	3058	4017	3111	-22.6
Sunburst	845	882	604	-31.5
Total Incorporated				
Area	4254	5274	3965	-24.8
Percent Total	61.9	66.7	67.9	
Total Unincorporated Area	2613	2630	1874	-28.7
Percent Total	38.1	33.3	32.1	
Total County				
Population	6867	7904	5839	-26.1

Source: U. S. Census

The rural, or non-urban, population is categorized as "farm" or "non-farm" by the Census Bureau. The farm component of rural population has been declining for a number of years throughout the country as well as Montana. This decline of farm population is a reflection of the mechanization of agriculture and the fewer, but larger, farm units. Surprisingly, there was an increase in the "farm" population in Toole County between 1950 and 1960. This unexpected increase could be due to several local factors such as irrigation projects, cultivation of new acreage, or a large immigration of farm workers.

The "non-farm" category includes people living in incorporated areas under 2,500 persons as well as those living in the country. The "non-farm" portion of rural population in Montana increased from 59 to 72 percent. In contrast to Montana, and the rest of the country as a whole, Toole County showed a decrease in its rural "non-farm" population for the 1950-1960 period. Table 6 shows this decrease as well as the general rural population. Data is unavailable regarding "non-farm" rural population in 1970, but in light of the large decrease in the populations of Kevin and Sunburst (Table 5) it can be assumed that the decrease has continued.

Table 6: Composition of Rural Population

Year	Toole County		Non-Farm—% All Rural	
	Total	Rural	State	Toole
1950	3,809	2,363	59.2	62.1
1960	3,887	2,286	71.6	58.8
1970	2,728	NA	NA	NA

Source: U. S. Census

The above analysis points out the importance of Shelby as the primary population center for Toole County. The increasing de-stabilization of the rural population and the increasing importance of urban areas in Montana is emphasized. Table 7 shows the change in population by Census divisions of the county between 1960 and 1970. All divisions in the county registered decreases in the last ten (10) years. The greatest losses were registered by Kevin followed by Sunburst while Shelby registered the smallest decrease. In light of the open space and suburban nature of the Shelby area, the continued improvement of highway facilities in the county, and the availability of utilities within the community, continued concentration of Toole County population within Shelby can be expected.

Table 7: Population of County Census Divisions, 1960-1970

	1960	1970	% Change
Toole County	7904	5839	-26.1
Shelby Division	4017	3111	-22.6
Shelby City	4017	3111	-22.6
South Toole Division.....	1112	824	-25.9
Sunburst Division	2775	1904	-31.4
Kevin Town	395	250	-33.3
Sunburst Town	882	604	-31.5

POPULATION CHARACTERISTICS

Birth rates across the country have declined dramatically since 1960. Additionally, in most agriculturally oriented areas, such as Toole County, there has been an outmigration of people in the child bearing, child raising age group. A survey of 156 Shelby high school graduates from the 1966 to 1970 classes shows only 40 persons or 25.6% still reside in Shelby. Many of these persons have left Shelby only for a temporary period to attend college or for other activities. However, 57 persons or 36.5% of the persons interviewed indicated that they had moved from the Shelby area permanently.

The noted decline in the birth rate is evident from the figures in Table 8 and by a comparison of the population pyramids for 1960 and 1970 in Figures 1 and 2.

The number of persons less than five (5) years old in 1970 decreased substantially in the state as well as in Toole County. In fact, there were less than half the number of pre-school children (those under five) in Toole County in 1970 than there were in 1960. Table 9, which shows the actual changes between 1950 and 1960, and between 1960 and 1970, notes that the number of pre-schoolers in Toole County declined by 665.

Elementary school population (those between five and fourteen years) increased in the state but decreased in Toole County. As shown by Table 9, the statewide increase between 1960 and 1970 was less than a fifth as great as the 1950 to 1960 gain in this age group. Toole County experienced a decrease of school age

population, with a 1970 figure some 461 lower than in 1960.

The population of high school age persons (age 15 through 19 years) increased in both the state and Toole County. In the state as a whole, the 1960 to 1970 gain was slightly more than that of the previous decade. The increase of high school age persons in Toole County was only 25% as great as the increase in the 1950 to 1960 period.

In 1970 there was a substantial gain in the state in the number of persons of college and young working age level (those 20 through 24 years) over the 1960 level. This increase amounted to 11,944 persons over the 1960 figures, while in the previous 10-year period the state experienced a loss of 2,138 persons. In the period from 1960 to 1970 Toole County lost 129 persons in this age bracket, representing a 31% decrease. Toole County also lost population in this age bracket, in the 1950-1960 period but the decrease amounted to less than 10%. The large decrease in 20-24 year olds over the past 10 years can be accounted for by the increase in the number of persons in that age bracket seeking to further their education beyond the high school level. The large increase in state-wide population in this age group suggests that higher education opportunities have increased substantially in Montana, but outside of Toole County.

In the 25 to 34 year age category the state as a whole showed a slight decrease of 732 persons for 1970. As shown in Table 9 this age group also declined in the 1950 to 1960 period. The decrease for the 1960 to 1970 period was less than one percent, while between 1950 and 1960 the outmigration for this age group reached nearly 10%. On the other hand, in Toole County the decrease for this age group in the 1950 to 1960 period was less than two percent, but rose to over forty percent for the 1960 to 1970 period. An absolute decrease of 400 persons in this age group has occurred in Toole County since 1960. These figures indicate that while employment opportunities may have improved within the state in the last ten years, employment opportunities for this age group have decreased in Toole County.

This same decrease in employment opportunities was undoubtedly a factor in the population loss in the 35 to 44 year age group during the last decade in both the state and in Toole County. Losses amounted to 10,977 persons, or 13 percent for the state, and 437 persons or 40 percent for Toole County. This loss contrasts to population gains made in this age group during the 1950 to 1960 decade. Between the ages of 25 and 44, people have been leaving not only Toole County, but also the state as a whole.

The state showed a gradual increase for the age groups of 45 to 54 years, 55 to 59 years, and 60 to 64 years. Toole County had a very small decrease in the 45 to 54 year age group and then a gradual increase of persons between 55 and 64 years of age.

For the state and partially for Toole County, there is a general outmigration of persons in the age groups between 24 and 44. This outmigration is partially ex-

Table 8: Distribution of Major Age Groups

Age	STATE				TOOLE			
	1960		1970		1960		1970	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under 5	83,102	12.3	57,054	8.2	1,089	13.8	424	7.3
5-14	144,090	21.3	150,876	21.7	1,832	23.2	371	23.5
15-19	50,767	7.5	70,346	10.2	538	6.8	558	9.5
20-24	39,578	5.9	51,522	7.4	414	5.2	285	4.9
25-34	80,611	12.0	79,879	11.5	974	12.3	574	9.8
35-44	85,975	12.8	74,998	10.8	1,091	13.8	654	11.2
45-54	73,274	10.8	77,837	11.2	807	10.2	800	13.7
55-64	51,950	7.7	63,161	9.1	542	6.9	584	10.0
65+	65,420	9.7	68,736	9.9	617	7.8	589	10.1
TOTAL	674,767	100.0	694,409	100.00	7,904	100.0	5,839	100.0

Table 9: Changes in Major Age Groups

Age Group	State		Toole County	
	1950-60	1960-70	1950-60	1960-70
Under 5.....	14,901	-26,048	285	-665
5-14	42,199	6,786	563	-461
15-19	10,127	19,579	80	20
20-24	-2,138	11,944	-35	-129
25-34	-8,860	-732	-217	-400
35-44	5,360	-10,977	123	-437
45-54	12,400	4,563	147	-7
55-64	-4,802	11,211	-28	42
65+	14,556	3,316	121	-28

plained by a lack of employment opportunities. It is also explained in part by the ability of this age group to fit into the corporate and industrial system outside of Montana.

There has been a sharp decrease in population loss in the 45 to 54 age group in Toole County and an actual gain for this group for the state and gains for both the county and the state in the 55 to 64 age group. This is partially the result of recent awareness to the pressures of big-city living and the desire of people to return to the more natural environment of the small community. The rather substantial increases in the 55 to 64 age group includes a number of persons who have already retired from one career, such as military or other government service, and who find it economically feasible to live in the rural community on their retirement pensions and in many cases to establish small business enterprises which supplement their retirement checks.

Toole County showed a significant percentage increase in the number of persons in the retirement age group (sixty-five years and older) even though in absolute numbers the county lost persons in this age group. A comparison of dependency ratio for 1960 and 1970 shows 44.7 and 40.8, respectively. The dependency ratio is a measure of the percentage of people who are under 15 years of age and over 65 years. Thus, we see that the percentage of persons capable of self-support has increased in the last decade. The number of per-

sons 65 years or older increased only slightly for the state as a whole.

The relative importance of the various age groups and the shifts that have occurred are evident in Table 8, which gives the percentage distribution of the population as well as the absolute numbers. Graphs 1 and 2 give graphic description of population in Toole County in 1960 and 1970 showing both age and sex distribution. The distribution for Toole County in 1970 is quite similar to the state. The most noticeable shift in the state and in Toole County between 1960 and 1970 was because of the much smaller percentage of pre-school age children.

Montana is a state populated by relatively young people in comparison to much of the country. In 1950 the median age was 29.7, in 1960 it was 27.4 years, and in 1970 it dropped to 26.6 years. It is to be expected that if the present decline in birth rates continues, the median age will again begin to rise.

In 1970 the Toole County median age rose well above the state's median age for the first time in twenty years. This sharp rise is due to both the large outmigration of young people from Toole County and also to the large decline in pre-school children.

Table 10: Median Age

	1950	1960	1970*
State	29.7	27.4	26.6
Toole County	29.0	25.9	29.5

*Estimates of median age derived from 1st count data—U. S. Census, 1970

In response to the decreasing birth rate and the outmigration of persons in the 25 to 34 year old age bracket, the average number of persons per household in Montana dropped from 3.25 in 1960 to 3.20 in 1970. The 1970 figure for Toole County of 3.12 persons per household was lower than the statewide figure and much lower than the Toole County figures for 1960 and 1950 of 3.50 and 3.27 persons per household, respectively.

Table 11: Persons Per Household

	1950	1960	1970
Montana	3.22	3.25	3.20
Toole County	3.27	3.50	3.12
Shelby	NA	3.31	2.98

The decrease in population for Toole County resulted in a lowering of the overall population density of the county. The number of persons per square mile in Toole County in 1970 was 3.0 persons, compared with 4.1 persons in 1960. Overall population density for Toole County has been lower than that for the state since 1950.

Table 12: Population Density

Year	Montana	Persons Per Sq. Mile Toole County
1950	4.1	3.5
1960	4.6	4.1
1970	4.8	3.0

Source: U. S. Census

Population throughout the nation is becoming more mobile and the fact that Toole County lost population between 1960 and 1970 and is now gaining population as a result of the ABM installation is evidence of this mobility.

In 1960, 47 percent of the people of Montana lived in a different residence than they did in 1955. Some 25 percent lived in a different county and 10 percent lived in a different state. The 1960 figures for Toole County indicate a similar mobility.

Table 13: Place of Residence in 1960

	Montana	Toole County
Different house than 1955.....	47%	43%
Different county	20%	20%
Different state	10%	8%

Source: U. S. Census

INCOME DATA

Median income in Toole County has been higher than that of the state in the past. In 1959, the statewide median income was exceeded by \$576 in Toole County. As indicated in Table 14, the change in family median income between 1949 and 1959 was considerable in both the state and county.

Table 14: Median Income

	1949	1959	Change	% Change
Montana	2727	4502	1775	39%
Toole County	3171	5078	1907	37%

Table 15 gives the number of families in each income group in 1959 and the change that occurred in

each group between 1949 and 1959. The table indicates how median income has increased, with fewer families in the lower income bracket and increasing numbers in the middle and high income categories. On a statewide basis the number of families with income between \$7,000 and \$9,999 increased by 340 percent, while in Toole County the increase was 112 percent.

Table 15: Number of Families by Income Group

Income Group	Number	Montana % Change 1949	Toole County % Change 1949-59
\$0-2,999	73,908	-30.4	236 -75.0
3-4,999	48,643	-14.0	362 -56.9
5-6,999	45,722	155.5	560 166.7
7-9,999	32,418	340.8	383 112.8
10,000+	19,792	258.6	316 187.3

Data on median income by the number of families in each group is not presently available from the 1970 census. In order to get a general picture of the changes that have occurred, data from 1969 issue of *Sales Management*, a marketing magazine, was used. This source makes yearly estimates of income and sales. The estimates for 1969 are shown in Table 16, which gives the percent of families by income group.

Assuming the *Sales Management* estimates are reliable, the general trend evident between 1949 and 1959 has continued with a smaller proportion of families in the lower income groups and a corresponding larger share in the higher brackets. A noticeable exception is Toole County where the percent of families having an income less than \$3,000 increased between 1959 and 1969. Toole County also experienced a substantial increase in the percent of families in the \$10,000 and over income group. Some 28 percent of the families in Toole County have income of this level in contrast to 22.3 percent for the state as a whole.

Table 16: Percent of Families by Income Group

	0-\$2,999	\$3-4,999	\$5-6,999	\$7-9,999	\$10,000+
Montana—					
1949	54.9	29.2	9.2	3.8	2.9
1959	33.4	22.5	20.6	14.6	8.9
1969	22.3	14.2	26.6	14.6	22.3
Toole County—					
1949	41.3	36.8	9.2	7.9	4.8
1959	12.7	19.5	30.2	20.6	17.0
1969	17.1	11.2	26.9	16.2	28.6

Source: U. C. Census—1949 and 1959, *Sales Management*—1969

The large percentage growth of families in Toole County in the under \$3,000 income bracket corresponds to the increase of persons of retirement age. Investigation of Table 16 shows that there are fewer persons in the middle income brackets, \$3,000 to \$7,000

and in the \$7,000 to \$10,000 income group than there were in 1959.

POPULATION ESTIMATES FOR MONTANA

Changes in the population of the State of Montana over the past 70 years are recorded in Table 17. The table shows that the state had a substantial rate of growth between 1900 and 1920. Following this, in the 1920-1930 decade, there was a slight population decline which amounted to 11,283 persons, or about two percent.

Since 1930, the state has shown moderate population gains in each successive Census period. Although the rate of increase in these periods has been less than that experienced by the nation as a whole, the trend in the state has generally paralleled that of the country. Like the United States, Montana had a period of relatively large population increase between 1950 and 1960, followed by a reduced rate of growth in the past ten years.

Table 17: Montana Population Change, 1900-1970

Year	Population	Change	% Change
1900	243,329	-----	-----
1910	376,053	132,724	54.5
1920	548,889	172,836	45.9
1930	537,606	-11,283	-2.0
1940	559,456	21,850	4.0
1950	591,024	31,568	5.6
1960	674,767	83,743	14.1
1970	694,409	19,642	2.9

Source: U. S. Census

The statewide increase since 1930, the period of continued increase, amounted to 156,803 persons. In terms of growth rate, this was a 29.1 percent gain, or an average of 7.5 percent per decade. In view of the increase between 1960 and 1970 and the generally decreased fertility rate across the U. S., it is not likely that this high a percentage increase per decade can be sustained through the year 2000, the target year of the following estimates.

Forecasts of future population by state have been prepared by the U. S. Bureau of the Census. The latest of these forecasts was prepared in 1968, two years before the actual Census count in 1970. The estimates for 1970 were considerably higher than the actual count. The Census Bureau estimates for the states generally did not anticipate the greatly reduced fertility rates of the 1960's. In Montana's case, they did not reflect the amount of out-migration that occurred between 1960 and 1970. The Census Bureau estimates for Montana are shown in Table 18.

The four estimates reflect different assumptions. Series I assumes a continuation of present migration rates, while II assumes that gross migration rates will converge. Series B assumes a moderate decline in fer-

Table 18: Estimates of Montana Population to 1985 (000)

Year	I-B	II-B	I-D	II-D
1970	725	728	716	719
1975	764	771	734	740
1980	817	819	762	773
1985	879	897	800	816

Source: U. S. Census Bureau, *Current Population Reports*, Series P-25, 1968.

tility, while Series D assumes a substantial decline in coming years. Of the four forecasts then, I-D which assumed a continuation of the migration rate of the 1955-1960 period and substantial decline in fertility, was more in line with the changes that are occurring. Even this forecast, however, overestimated the state's population by 22,000 persons.

Other estimates of future population have been prepared by the National Planning Association and the Montana Department of Planning and Economic Development. The National Planning Association estimates are similar to those of the Census Bureau in that forecasts for the individual states are derived from control totals for the U. S. as a whole, distributed by Region and then allocated to each state of the Region. The National Planning Association estimates for Montana are higher than those of the highest Census Bureau series, with 774,000 persons forecast for 1980 (see Table 19).

The estimates of future population prepared for the Department of Planning and Economic Development by the University's Bureau of Business and Economic Development are based on a more thorough analysis of the employment potential of the state. This source concludes that there will be continued out-migration, at least through 1980, because not enough new jobs will be created to absorb the state's own natural increase in population. The estimated 1980 population, according to this source, will be 725,000 people, approximately 31,000 more than recorded in the 1970 Census.

The fact that each analysis has produced different results points to the problems of estimating future population levels. This is particularly true of a state like Montana and even more true of its subdivisions where a change in government policies on the use of natural resources, such as timber or minerals, or the gain or loss of a few industries or large businesses can have more far-reaching consequences than in the more populous states. In using the following forecasts then this should be kept in mind. The estimates are intended to provide general guides for framing development policies. These policies must be flexible enough to accommodate unforeseen change.

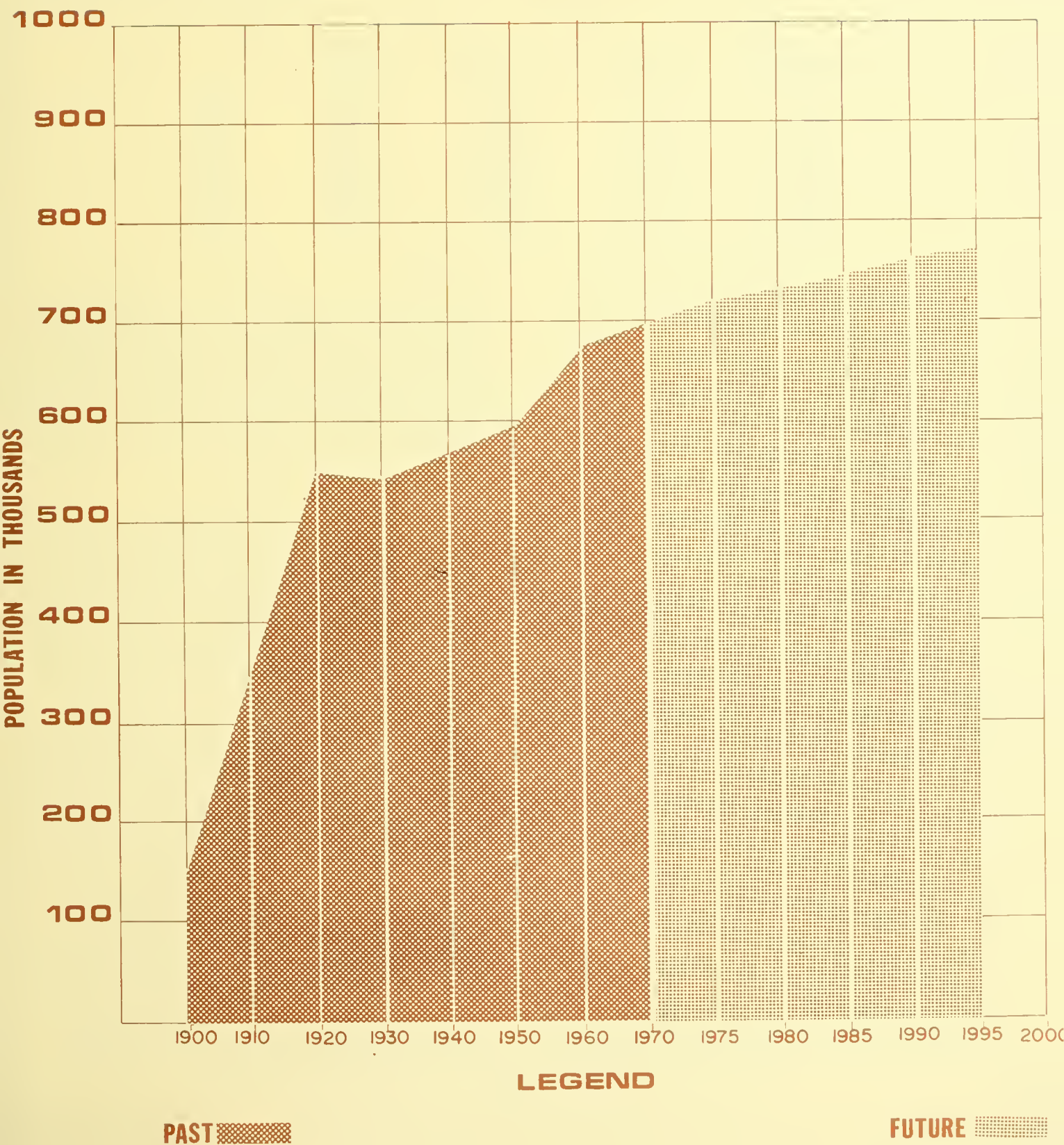
Table 19 presents estimates of Montana population by five year intervals to the year 2000. Two forecast methods have been used. The first applies the percentage increases utilized by the Census Bureau in its lowest estimate, I-D, to the base figure of the actual

FIGURE 3

POPULATION

PAST and FUTURE

MONTANA



1970 Census count. From 1985 through the year 2000, an average growth rate, derived from the Census estimate figures is used.

The second method utilizes the 1980 figure forecast by the Bureau of Business and Economic Research. From 1980 through 2000, the figures are based on the 1970-1980 growth rate. For comparison, the estimate of the National Planning Association for 1980 has been extended to 2000 by the same method.

reau of Business Research for 1980 have been incorporated. After 1980, it has been assumed that the Region's share of Montana population will range between the Bureau's low estimate for 1980 and the high figure attained in 1960. The figures for state population in the table are the medians between the low Census-based series and the estimates based on the Bureau of Business Research study presented in the preceding section.

Table 19: Estimates of Montana Population to the Year 2000

Year	Natl. Plng. Association	Bureau of Bus. & Econ. Resch.	Census Bureau Adj.	Difference BBER & CB
1970	694,400	694,400	694,400	-----
1975	734,000	709,000	711,800	2,800
1980	774,000	725,000	739,800	14,800
1985	818,000	740,000	775,800	34,900
1990	862,200	756,900	804,500	47,600
1995	881,400	773,500	834,300	60,800
2000	900,500	790,200	865,200	75,200

The differences between the adjusted Census Bureau estimate and that of the Bureau of Business and Economic Research are minor through 1980, the period of greatest concern for this analysis. Beyond that time, a number of unforeseen variables could affect the projections. The estimates of state population that have been used as the basis for the forecasts for Toole County and Shelby are a median figure of the two.

REGION II FORECASTS

The State of Montana has been divided for statistical and analysis purposes into regions by the Department of Planning and Economic Development. These regions, which are based on studies of the University's Bureau of Business and Economic Research, are relatively homogeneous areas in terms of economy, land use, and a number of other factors.

Toole County is included in Region II, North Central Montana, which encompasses a total of 14 counties. Most of the land in this region is devoted to farming and ranching. Great Falls is its largest city and major trade center. The Bureau of Business Research expects that there will be only a small rise in employment and consequently a decline in population in Region II in the coming decade. The 1980 population estimate for Region II is 167,700.

In 1960, Region II made up 25.3 percent of the state population. By 1970, this percentage had declined to 24.2. Assuming the Bureau of Business Research's state and regional population estimates for 1980 are valid, the share of state population in this area by that year will be 23.1 percent.

Table 20 presents estimates of Region II population through the year 2000. The estimates of the Bu-

Table 20: Estimates of Region II Population to the Year 2000

Year	Montana	Region II
1950	591,024	141,772
1960	674,767	171,191
1970	694,409	168,400
1975	710,400	168,600
1980	731,400	168,900
1985	758,400	182,800
1990	780,700	188,100
1995	803,900	193,700
2000	827,800	198,500

TOOLE COUNTY POPULATION FORECASTS

Table 4, in an earlier section, pointed out the relatively close relationship between the population of Toole County and the state over the past sixty years. Toole County's share of Montana population has varied only between 0.7 and 1.2 percent. The share of Region II population held by Toole County has been within relatively close limits although it has declined since 1950. In 1950, Toole County had 4.8 percent of Region II's population, but by 1970 the figure had dropped to 3.4 percent.

Forecasting future population of small areas on the basis of their past relationships to larger areas is risky. However, this method is no more uncertain than trying to base population estimates on anticipated economic and employment changes in an area or by trying to extrapolate past trends. Methods of estimating employment or extrapolating past trends are especially untrustworthy in areas, such as Toole County, which have had basically only an agricultural background and a small and widely fluctuating population.

The step-down ratio method that is used here has the virtue of relating changes expected in the larger, parent area to the local level. The anticipated ABM impact in the region reinforces the validity of this method.

Table 21 presents estimates of Toole County population to the year 2000. The estimates in this table are derived from the preceeding population forecasts of Montana and Region II. It is assumed that Toole County will continue to share the population changes of the parent area as it has in the past. Although the share of Region II's population located in Toole County has declined since 1950, the installation of the ABM complex and the influence of Interstate Highway 15 could generate sufficient local employment to halt this trend and stabilize the relationship of the county to the region.

Table 21: Estimates of Toole County Population to the Year 2000

Year	Montana	Region II	Toole County	
			Mont. Est.	Region Est.
1950	591,024	141,772	6,867	6,867
1960	674,767	171,191	7,904	7,904
1970	694,409	168,400	5,839	5,839
1975	710,400	168,600	7,490	6,900
1980	731,400	168,900	7,710	6,920
1985	758,400	172,200	8,000	7,490
1990	780,700	174,900	8,230	7,710
1995	803,900	178,500	8,480	7,940
2000	827,800	182,900	8,730	8,140

SHELBY POPULATION FORECASTS

The statewide Sewer and Water Plan, prepared by Intermountain Planners for the Farmers Home Administration, estimated that the population of Shelby would reach 4,300 persons by 1980 and 4,600 persons by 1990. These projections do not reflect the impact of the ABM complex in Toole and Pondera Counties. This "impact" population has been calculated by the Corps of Engineers in its *Community Impact Report*, July 1970. The permanent population expected by the Corps, as shown in Table 21, is 4,966 persons.

Table 22: Permanent Population Increase to Shelby from ABM Installation

	Shelby	Total Impact Area
Primary Population ¹	370	1,220
Secondary Employment ²	550	2,240
Secondary Population ³	1,485	4,050
1970 Population	3,111	71,900
Permanent Population..	4,966	77,170

1. Does not include military personnel and dependents according to Page IV-1 of Corps of Engineers report.
2. Shown as population on Page VIII-1 of Corps of Engineers report but Page IV-5 shows this as secondary employment total.
3. At 2.7 persons per worker.

The Corps of Engineers estimated the temporary impact population of Shelby during construction would reach 6,750. For the entire affected area, the temporary impact population is estimated at 12,000.

Estimates of Shelby population have also been prepared on the basis of expected county population and past trends. These county estimates reflect to some degree the influence of the ABM installation for they show a reversal of the 1960-1970 population decline and a relatively constant share of state and regional population in the future.

The estimates for Shelby expect that the trends affecting the distribution of Toole County population will continue. These include a continuing but slow decrease of rural, unincorporated population and a similar decrease in the smaller incorporated communities of Kevin and Sunburst. Shelby's population, which has grown from 21 to 41 percent of the Toole County total in the past 30 years, is expected to assume an even greater share of the total in the future.

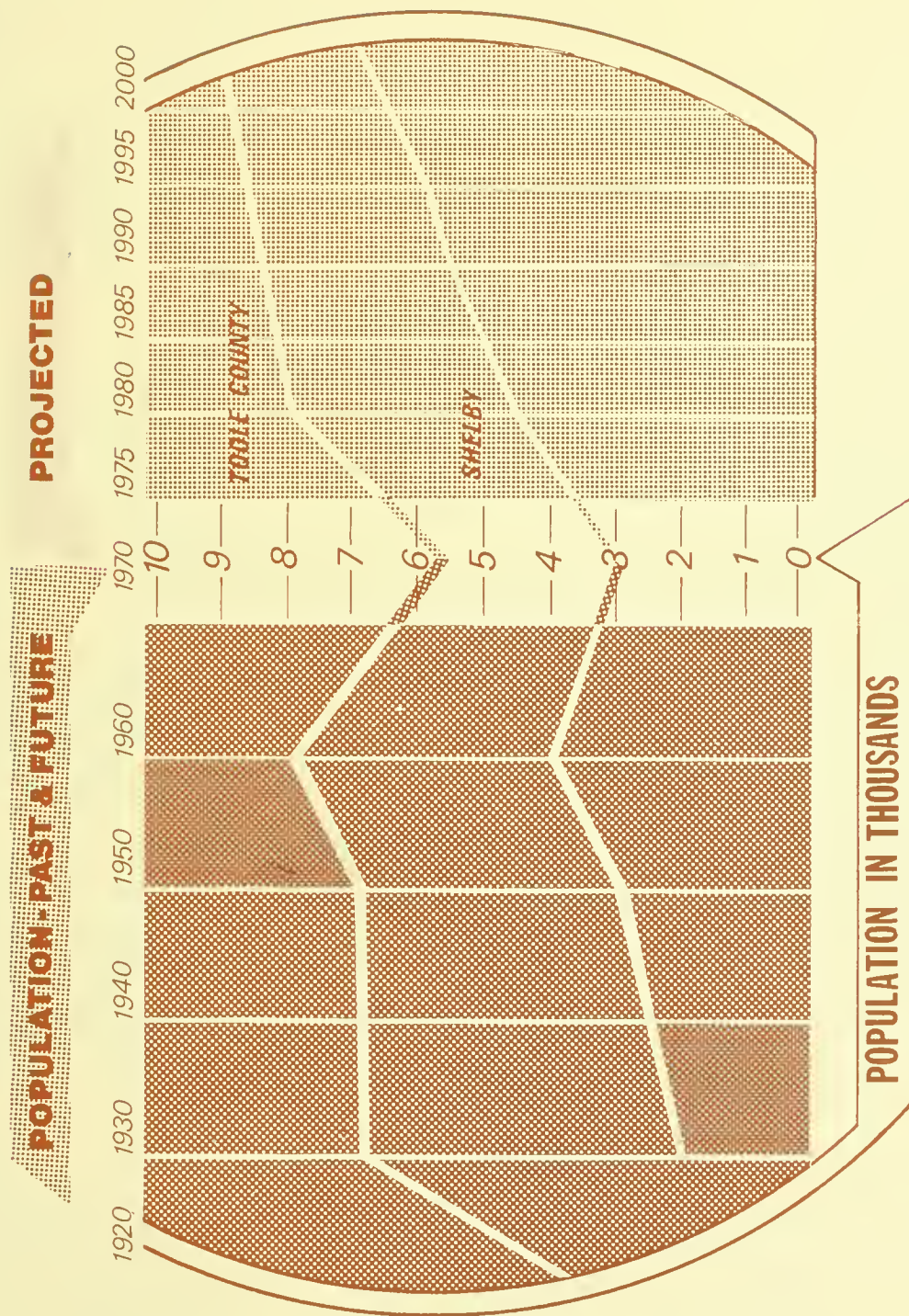
The 1980 population of Shelby is estimated at 5,200, while population by the year 2000 is expected to reach 6,800.

Table 23: Estimates of Shelby Population to the Year 2000

Year	County	Shelby
1950	6,807	3,058
1960	7,904	4,017
1970	5,839	3,111
1975	7,490	4,490
1980	7,710	5,210
1985	8,000	5,600
1990	8,230	5,920
1995	8,480	6,360
2000	8,730	6,800

The estimate of population in the immediate ABM post-construction period is comparable to that arrived at by the Corps of Engineers. The longer range projection to the year 2000 compares favorably with the maximum impact population expected by the Corps. The latter figure should be used in dimensioning the Comprehensive Plan, while improvements should be staged to reflect the actual population expected during each time period.

FIGURE 4





CHAPTER IV

ECONOMIC BASE



CHAPTER IV

ECONOMIC BASE

The structure of the local economy has determined the past development of the planning area. The type of employment opportunities available has dictated the makeup of the population which in turn has determined the need for schools, streets, residential areas and other supporting land use activities.

The future land use plan must provide land areas sufficient to support the future economic expansion. To determine these requirements a study of the communities economic base was carried out. Based on the area's economic trends, future special requirements have been estimated.

SUMMARY

The pertinent facts emerging from the economic base study, analysis and forecast include the following:

1. The estimated 1970 labor force in Toole County is 2,040, a decrease of 807 from 1960.
2. The estimated 1970 labor force in Shelby is 1,120, representing a decrease of 478 over the past 10 years.
3. The Shelby labor force is estimated to reach 2,760 during the maximum ABM impact, decreasing to 1,820 in 1980 and 2,310 in 2000.
4. During the 8 year period from 1960 to 1968 employment increases in Toole County were in the public administration, trade, mining, transportation, communication and utilities industries.
5. In 1959 there were 475 farms in Toole County. This figure decreased to 451 farms in 1964. Cash grain farms made up the entire decrease with a loss of 55 farms during the 3-year period. All other types of farming showed a composite increase of 31 new farms.
6. The value of farm products sold in Toole County decreased by \$540,000 between 1959 and 1964. The entire loss occurred in crops with livestock showing a \$128,000 gain over the same period.
7. A continued decrease of farm employment is expected in Toole County. This will result in fewer farm families in the Shelby trade area and a change in the types and level of services offered.
8. Manufacturing employment in the planning area is expected to continue to represent a relatively minor share of the total.
9. During the 9 year period from 1958 to 1967 Shelby has had a decrease of 18 retail trade establishments.
10. Retail trade sales in Shelby have decreased from \$9,130,000 in 1958 to \$7,025,000 in 1967, a loss of \$2,105,000.
11. Employment in the retail trades in Shelby has shown a loss of 45 employees during the period from 1958 to 1967.
12. Shelby has shown an increase of 7 percent of the total retail trade in Toole County in the 9 year period from 1958 to 1967.

13. The number of retail establishments in Shelby dealing in drugs and auto service remained the same from 1958 to 1967.
14. In 1967 the City of Shelby captured 96 percent (\$7,025,000) of the estimated available retail trade dollars in the City. The loss to outside areas was \$242,000.
15. In 1967 the City of Shelby captured 65 percent (\$9,469,000) of the estimated available trade dollars in the county. The loss to outside areas was \$4,914,000.
16. The estimated future City retail sales are \$13,600,000 during the peak ABM impact, \$10,811,000 in 1980 and \$14,120,000 in the year 2000.
17. Based on an average of \$60 of sales per square foot of floor area there will be a demand for 216,000 square feet of retail floor space during the peak ABM impact, 180,000 square feet in 1980 and 235,000 square feet in 2000.
18. Service activities such as hotels, motels, personal services, business services, repair services and recreation have shown a continued growth in Toole County and in Shelby. This trend is expected to continue.
19. Agricultural employment in Toole County and in Shelby is expected to continue to decrease in terms of total employment. In 1960, 24 percent of the county's 2,689 worked in agriculture. By 1985 the agricultural sector is expected to decrease to 18.5 percent and by 2000 to 15 percent. In terms of actual workers employed this would be 470 and 400 workers, respectively.
20. Mining employment is expected to remain at essentially the present level.
21. The largest increases in employment in Shelby are expected to occur in the trade and service sectors. Employment in trade is expected to be 530 in 1980 increasing to 690 by 2000. Service employment is estimated to be 430 in 1980 and 580 by the year 2000.

LABOR FORCE AND EMPLOYMENT

The Toole County labor force in 1960 numbered 2,847 workers. This represented 36.0 percent of the county's population in that year, a participation rate slightly below the 37.7 percent found statewide. The 1960 labor force in the county was 158 persons smaller than it was ten years earlier at the time of the previous U. S. Census, despite a population increase of more than 1,000 persons. In 1950 almost 44 percent of the county's population was considered as being in the labor force.

As indicated in Table 24, the decrease in Toole County labor force occurred in the male sector. There were 244 fewer males in 1960 than in 1950. If it had not been for greater female participation the decrease in the labor force would have been even greater. Be-

tween 1950 and 1960 the female sector of the labor force increased by 86 persons or 13.6 percent.

Shelby, which made up about half the county's 1960 population, accounted for 56 percent of its labor force in that year. The city's labor force numbered 1,598 persons, an increase of 192 over the 1950 figure. Approximately 38 percent of Shelby's population was included in the labor force, a participation rate that was higher than both the county's and the state's. The 1950-1960 labor force increase in Shelby, 13 percent, was less than half the population gain in the period.

Although the male labor force within the city did not decrease as it did in Toole County, the gain was relatively small. The increase amounted to 64 male workers or 6.3 percent. Two-thirds of the 192-person labor force increase was due to increased female participation. The number of females in Shelby's labor force increased by 128 in the ten year period. Table 24 shows that the female labor force increased by almost a third. The rate of increase was considerably greater than in the county but less than the 44 percent statewide gain.

The number of employed in the labor force in Shelby in 1960 was 1,474, 125 more than in 1950. The unemployment rate in that year was 7.8 percent, a figure that was lower than that of the state but higher than that of Toole County. Table 24 indicates that males made up two-thirds of all employed. There were 977 males and 497 female workers actually employed in that year. In Toole County, males made up about three-fourths of total employment while in the state as a whole the figure was 70.6 percent.

The number of males included in the employed labor force showed a slight increase between 1950 and 1960 in Shelby, in contrast to the decline in the county and the state. The increase in Shelby was relatively small, amounting to nine workers. In Toole County,

the decrease numbered 279 males and in the state as a whole there was a decrease of 6,700 males among the employed.

Data on labor force and employment from the 1970 U. S. Census is not yet available. There can be no doubt, however, that there was a decrease in the size of the labor force corresponding to the decrease in population that occurred in the past ten years. Assuming a slightly lower participation rate, reflecting the higher percentage of dependent age persons in the population, the estimated 1970 county labor force was 2,040, while that in Shelby was 1,120. The number of employed in the labor force, assuming a five percent unemployment factor, was 1,940 and 1,060 in the county and city, respectively.

Estimates of the future labor force in the city and Toole County are shown in Table 25. The estimates are for the years 1980 and 2000 and the time of maximum expected impact of the ABM missile installation activity. The population figures for the latter were discussed in an earlier section. As stated in that section, the population of Shelby at the peak construction period during the early 1970's is expected to reach some 6,700 persons, a level that is expected to be attained through normal growth in the year 2000.

The estimates assume that labor force participation rates during peak construction activity will increase because of job availability as well as a greater proportion of working people in the population. After that time, however, the percent of the population included in the labor force is expected to decrease in line with state and national trends.

In 1980 the city's labor force is estimated to reach 1,820 with 1,730 actually employed. The corresponding figures for the year 2000 are 2,310 and 2,190. The 1980 labor force for Toole County is forecast at 2,700 with 2,560 employed.

Table 24: Labor Force Characteristics

	Shelby		Toole County		Montana	
	1950	1960	1950	1960	1950	1960
Population	3058	4017	6867	7904	591,000	674,700
Labor Force	1406	1598	3005	2847	232,150	254,400
Labor Force—% Population.....	46.0	38.3	43.7	36.0	39.3	37.7
Males in Labor Force.....	1008	1072	2374	2130	181,250	181,000
Females in Labor Force.....	398	526	631	717	50,900	73,400
Female—% Total	28.3	32.9	21.0	25.2	21.9	28.9
%Change Male Labor Force.....	.....	6.3	.....	-11.4	.....	-0.1
% Change Female Labor Force.....	.....	32.1	.....	13.6	.....	44.2
Employed Labor Force.....	1349	1474	2884	2659	218,500	231,300
% Total Labor Force.....	95.9	92.2	96.0	94.5	94.1	90.0
Male Employed	968	977	2284	2005	169,900	163,200
Female Employed	381	497	600	654	48,600	68,100
Male—% Total	72.1	66.2	79.2	74.6	77.8	70.6
Unemployed	40	124	121	158	13,650	23,100
% Labor Force	2.9	7.8	4.0	5.5	5.9	9.1
Male Unemployed	23	95	90	125	11,850	17,800
Female Unemployed	17	29	31	33	2,300	5,300

Table 25: Labor Force Estimates**Mox. ABM**

Toole County				
	1970	Impact	1980	2000
Population	5839	6900	7710	8730
% in Labor Force....	35.0	40.0	35.0	34.0
No. in Labor Force..	2040	2760	2700	2970
No. Employed (95%)	1940	2620	2560	2820
Shelby				
Population	3111	6750	5210	6800
% in Labor Force....	36.0	41.0	35.0	34.0
No. in Labor Force..	1120	2760	1820	2310
No. Employed (95%)	1060	2620	1730	2190

OCCUPATIONAL COMPOSITION OF THE EMPLOYED LABOR FORCE

The most important occupations numerically in the county are those directly related to agriculture. In 1960, 615 workers or 23 percent of the employed labor force were employed as farmers or farm laborers in Toole County. Although on-farm employment decreased in the county as in the state in this time, it still accounted for one of every five workers. As shown in Table 26 the number of farmers and farm laborers decreased by 142 in the 1950-1960 period.

Other important occupations, among the county's employed labor force in 1960 included managers, operatives and craftsmen. Those occupations showing an increase in the 1950-1960 period included service, professional and clerical workers, while those which declined included laborers, private household and the farming occupations.

In Shelby, craftsmen, service, managers and clerical workers made up the most important occupational groups numerically. The most significant gains were recorded by service, operative and clerical occupations.

Losses were shown in the sales and farm laborer categories.

The occupational structure of the employed labor force is shown in Table 27 which gives the percent of employed in each occupation. Agricultural employment constitutes the largest single share in the county. In Shelby the craftsmen, service, managerial and operative occupations are the most important. The table shows the shifts in relative importance between 1950 and 1960 with the operative and service categories making up a greater share of the total in the latter years.

Data for 1970 is not yet available.

Table 27: Percent of Employed Labor Force by Occupation

	County		City	
	1950	1960	1950	1960
Professional	7.3	8.5	9.2	9.0
Managers	12.5	13.6	15.9	14.3
Clerical	8.3	9.8	13.1	13.8
Sales	5.3	5.0	9.0	7.6
Craftsmen	13.7	11.9	15.7	15.3
Operatives	11.5	12.7	9.9	12.3
Private Households....	1.4	0.9	1.8	1.7
Service	7.7	10.2	11.4	14.5
Laborers	4.9	3.2	2.2	3.7
Farmers	16.2	16.4	4.1	4.9
Farm Laborers	10.0	6.4	6.6	1.3
Not Reported	1.2	1.4	1.1	1.6
Total	100.0	100.0	100.0	100.0

Changes in employment, by major industry, between 1950 and 1960 are shown in Table 28. Table 29 shows the percentage distribution of employment among major industries for the same years.

In the county the most important industries in terms of employment in both 1950 and 1960 was agriculture, forestry and fisheries. The 1960 employment in this

Table 26: Occupational Composition of Employed Labor Force

Occupation	County		City		% Change 1950-60	
	1950	1960	1950	1960	County	City
Professional	210	230	124	133	9.5	7.3
Managers	360	365	214	210	1.4	-1.9
Clerical	238	254	177	204	6.7	15.3
Sales	152	138	122	112	-9.2	-8.2
Craftsmen	396	320	212	226	-19.2	6.6
Operatives	333	343	133	181	3.0	36.1
Private Household	41	25	24	25	-39.0	4.2
Service	222	275	154	214	23.9	39.0
Laborers	139	87	30	54	-37.4	80.0
Farmers	468	442	55	72	-5.6	30.9
Farm Laborers	289	173	89	19	-40.1	-78.7
Not Reported	36	37	15	24	2.8	60.0
Total	2884	2689	1349	1474	-6.8	9.3

Source: U. S. Census.

category was 646 workers, 24 percent of all employment. This category of employment decreased by more than 100 workers between 1950 and 1960.

Other major employers by industry in the county were trade, services and transportation, communications and utilities, in that order. The categories which showed a gain in the 1950-1960 period included trade, services and public administration. Mining, manufacturing and transportation, communications and utilities, as well as agriculture, all showed a decrease in this time.

In the city trade, services and transportation, communications and utilities were the most important 1960 employers. Trade accounted for 28 percent of the total and services for 22.5 percent. With the exception of mining and manufacturing, all categories of employment showed an increase between 1950 and 1960. The most significant increases were made by the finance, insurance and real estate group and by public administration.

Data on employment by industry is not yet available from the 1970 U. S. Census. There is little doubt, however, that there were substantial changes in the 1960-1970 period, accompanying the decreases in popu-

lation and labor force.

Table 30 provides some insight into these changes. The 1968 data is from the publication *County Business Patterns* which relies on information from the unemployment compensation agencies of the various states. This data is related to place of work, rather than place of residence as is the Census and is, therefore, not strictly comparable. It also tends to underestimate employment since not all industries and not all employers are covered by unemployment compensation. However, it does serve to show the general trend. In this table data for industries not covered by unemployment compensation, including government, railroad and agriculture, has been derived from the *Montana Data Book*, a publication of the Department of Planning and Economic Development.

The 1968 figure for total employment is approximately 100 below the estimated total employment figure for 1970 shown in Table 25. Undoubtedly the figures for individual categories are not precise. They do point out the general trend, however. Since 1960, all categories other than public administration showed a loss, with major decreases occurring in agriculture, manufacturing, trade and services. In terms of rela-

Table 28: Employment by Major Industry

	County		City		% Change	
	1950	1960	1950	1960	County	City
Agriculture, Forestry, Fisheries.....	761	646	89	96	-15.1	0.8
Mining	324	122	41	17	-62.4	-58.5
Construction	195	211	167	180	8.2	7.8
Manufacturing	136	117	31	21	-13.2	-32.3
Transportation, Communications, Utilities.....	261	242	184	184	-7.3	0
Trade	536	582	372	414	-8.6	11.3
Finance, Insurance, Real Estate.....	62	121	54	104	95.2	92.6
Service	436	459	307	332	5.3	8.1
Public Administration	124	149	79	99	20.2	25.3
Not Reported	49	40	25	27	-18.4	4.0
Total	2884	2689	1349	1474	-6.8	100.0

Source: U. S. Census.

Table 29: Percent Employed by Major Industry

Industry	County		City	
	1950	1960	1950	1960
Agriculture, Forestry, Fisheries.....	26.4	24.0	6.6	6.5
Mining	11.2	4.5	3.0	1.2
Construction	6.8	7.9	12.4	12.2
Manufacturing	4.7	4.4	2.3	1.4
Transportation, Communications, Utilities.....	9.0	9.0	13.6	12.5
Trade	18.6	21.6	27.6	28.1
Finance, Insurance, Real Estate.....	2.2	4.5	4.0	7.1
Service	15.1	17.1	22.7	22.5
Public Administrations	4.3	5.5	5.9	6.7
Not Reported	1.7	1.5	1.9	1.8
Total	100.0	100.0	100.0	100.0

Table 30: Toole County Employment by Major Industry, 1960 and 1968

	1960 ¹		1968 ²	
	No.	Percent	No.	Percent
Agriculture, Forestry, Fisheries	646	24.0	324	17.6
Mining	122	4.5	111	6.0
Construction	211	7.9	31	1.7
Manufacturing and Other ³	157	5.9	33	1.8
Transportation, Communications, Utilities.....	242	9.0	184	10.0
Trade	582	21.6	459	24.9
Finance, Insurance, Real Estate	121	4.5	48	2.6
Services	459	17.1	150	8.1
Public Administration	149	5.5	505	27.3
Total	2649	100.0	1845	100.0

¹U. S. Census.²County Business Patterns.³Manufacturing and Not Reported in Census grouped to conform to County Business Pattern withheld categories.

tive importance, public administration, trade, mining and transportation, communications and utilities were the categories increasing their share of total employment.

COMPONENTS OF THE ECONOMY

Agriculture

Despite the decrease in on-farm employment over the past several decades, agriculture is one of the mainstays of the local economy. Not only does it contribute a major share of the county's wealth but it also is a major factor in the economy of Shelby. One of Shelby's main economic functions over the years has been as a trade and service center for the surrounding ranches and farms.

The trends in Toole County agriculture in the recent past have paralleled those occurring statewide and nationally. The increased capital investment requirements of farming and ranching plus increased mechanization have resulted in fewer but larger, and generally more efficient, farm units. In Toole County the number of farms decreased from 446 in 1954 to 421 in 1964 while average farm acreage increased from 2,402 to 2,795 acres. In 1964 some 60 percent of all farms were over 500 acres in size and more than 24 percent exceeded 1,000 acres. This trend is expected to continue.

The major crops are wheat and barley, which accounted for 89 percent of all acreage in 1964. In that year, the Census of Agriculture reported that there were 171,000 acres of wheat and 100,000 acres of barley in the county. The other major crops were hay with 12,600 acres, mustard seed with 5,500 acres and rye with 3,000 acres harvested.

Most of the farms in Toole County are wheat farms. They accounted for more than three-fourths of the total in 1964, the year of latest available Census of Agriculture data. As shown in Table 31, the other classifications made up relatively minor shares of the total. The table notes that the number of cash grain farms decreased considerably between 1959 and 1964 while all other categories increased.

Table 31: Toole County Farms by Type

	1959	1964
Cash Grain	402	347
Livestock Farms	37	44
Livestock Ranches	29	30
General Farms	3	6
Miscellaneous	4	24
Total	475	451

Source: U. S. Census of Agriculture.

Almost all of the farms in Toole County were considered commercial farms. Table 32 gives the number of farms in each economic class. The greatest share of the farms fall in classes II and III. Non-commercial farms increased between 1959 and 1964 but still made up only a negligible share of the total.

Table 32: Toole County Farms by Economic Class

		1959	1964
Commercial	Sales	442	402
Class I	(40,000+)	57	51
II	(20-39,999)	126	108
III	(10-19,999)	138	130
IV	(5-9,999)	86	74
V	(2,500-4,999)	30	26
VI	(50-2,499)	5	13
Other		4	19

Source: U. S. Census of Agriculture.

Crops, particularly wheat, account for more than 80 percent of the value of farm products sold in Toole County. In 1964, \$7.1 million of the \$8.7 million total value was the result of crop marketing. The value of all livestock sold in that same year accounted for \$1.6 million. Table 33, which gives the value of farm products sold, notes that there was a decrease of some

\$540,000 between 1959 and 1964, with this loss occurring entirely in crop value.

Table 33: Value of Farm Products Sold in Toole County

	1959		1964	
	\$ Amt.	%	\$ Amt.	%
All Crops	7,814,704	84.5	7,145,430	82.1
All Livestock	1,428,719	15.5	1,556,369	17.9
Poultry	37,623	2.7	49,130	3.1
Dairy	13,678	0.9	12,762	0.9
Livestock	1,377,328	11.9	1,494,477	13.9
Total	9,243,423	100.0	8,701,799	100.0

Source: U. S. Census of Agriculture.

The trends affecting agriculture are expected to continue into the future. According to the *Montana Economic Study*, further declines in agricultural employment can be expected because of increasing output per worker, new technology which is likely to increase total production and other factors. This source estimates that total employment in agriculture statewide will decline to 26,000 by 1980 from the 33,700 estimated in 1968.

Corresponding decreases in on-farm employment can be expected in Toole County. For Shelby this means fewer farm families within its trade area, a change in the types and levels of services offered and a greater need to diversify its economic base.

Manufacturing

Manufacturing has not been an important factor in the Toole County economy in the past. There were 117 manufacturing workers in the county and 21 in Shelby in 1960. The 1967 Census of Manufacturers reports eight establishments in the county with seven of these having fewer than 20 employees. The manufacturing establishments included the following:

Food and Kindred.....	2
Printing and Publishing.....	2
Chemicals and Allied.....	1
Petroleum	1
Stone, Glass, Clay.....	1
Machinery (non-electrical).....	1

Later data from *County Business Patterns* reports a total manufacturing employment in 1969 of 53 workers, about half the number recorded in the 1960 Census and the 1959 edition of *County Business Patterns*. This source shows seven establishments with five having less than four employees, one with an employment between four and seven and the other an employment between 20 and 49 workers.

Manufacturing employment is expected to rise during the ABM site installation work. Workers involved in installation of the missiles are classified in the manufacturing category, while others are considered construction workers.

An estimated 1,350 manufacturing and construction workers, who will be involved in the ABM work at the peak construction period, are expected to live in the Shelby area. Permanent civilian employees in the area are expected to number about 140. These will be primarily missile technicians classified as manufacturing workers.

Previous missile construction and installation activity in Montana has not had much of a side or spin-off effect in generating new manufacturing employment. All of the manufactured components are fabricated outside the state. The same is likely to be true with the sites under construction.

Except for workers actually employed on the sites themselves, the prospects for additional manufacturing employment in Toole County and Shelby do not appear good. It is likely that manufacturing employment will continue to represent a relatively minor share of the total.

Trade

Shelby's major economic function has been as a trade and service center for the surrounding farm area. Trade accounted for 28 percent of the city's total employment in 1960—the largest single share. Future economic activity in Shelby is likely to reflect the effectiveness of the business community in competing for the trade and service dollars generated by the permanent population of the ABM complex.

As indicated in Table 34, both Toole County and Shelby suffered decreases in retail trade during the 1960's when population in the area was declining. These losses occurred in terms of number of establishments, sales, payroll and employees. Sales, the most important, decreased by 23 percent in the city and 24 percent in the county between 1958 and 1967. Shelby's share of county sales and payroll remained essentially the same in this time. Its share of Toole County retail establishments and employment, however, showed a marked increase.

Table 34: Retail Trade Data—Toole County and Shelby

County	1958	1967
Establishments	143	100
Sales (000)	12,506	9,469
Payroll (000)	1,086	1,008
Total Employees	512	401
Shelby		
Establishments	83	65
Sales (000)	9,130	7,025
Payroll (000)	823	780
Total Employees	350	305
Shelby—% County		
Establishments	58.0	65.0
Sales	73.0	74.2
Payroll	75.8	77.4
Total Employees	68.4	76.0

Source: U. S. Census.

Table 35: Sales by Type*—Toole County and Shelby

Type	County		City	
	1958	1967	1958	1967
Building Materials	2,464	1,412	1,184	763
General Merchandise	711	579	711	D
Food	2,532	1,633	1,935	D
Automotive	2,336	1,827	D	D
Gas Stations	1,104	1,025	789	628
Apparel	498	332	498	332
Furniture	273	D	273	D
Eat-Drink	1,627	1,154	930	752
Drugs	302	433	D	D
Other	D	688	D	306
Non-Store	D	D	D	D
Total	12,506	9,469	9,130	7,025

*In thousand dollars

D = Withheld

Source: U. S. Census.

Table 36: Establishment by Type—Toole County and Shelby

	County		City	
	1958	1967	1958	1967
Building Materials	17	11	10	8
General Merchandise	6	4	6	3
Food	14	7	5	3
Automotive	9	6	8	5
Gas Stations	17	14	10	10
Apparel	8	6	8	6
Furniture	5	2	5	2
Eat-Drink	50	32	23	16
Drugs	4	4	3	3
Other	12	12	4	7
Non-Store	1	2	1	2
Total	143	100	83	65

Source: U. S. Census.

Changes in the inventory of retail trade establishments in the city and county are shown in Table 34. Table 35 shows the changes in sales by type of establishment. Except for drugs and other retail, all categories of establishments decreased in the county. In Shelby, the only categories to hold their own, in terms of establishment numbers, were drugs and gas stations. The number of other retail establishments decreased. In both the county and city all categories had a decrease in sales in this period.

At the time of the latest Census of Business in 1967 the county had a population estimated at 7,155 while the estimated population of Shelby was 3,380. The per capita dispensable income throughout the county in that year is estimated at \$2,390 (source—Toole County OEO Community Profile), of which about 65 percent was available for retail expenditures.

The total amount available for retail spending from the county's population was \$14,383,000. In Shelby, the population in 1967 had \$7,267,000 for retail expenditures.

Table 37 compares the estimated amount available for retail spending that year with actual sales reported in the Census of Business. In 1967, the city captured 96 percent of the retail trade dollars generated by its own population. The county's rate of capture was 65 percent. Approximately \$4.9 million of the retail dollars generated within Toole County were spent elsewhere. The city lost approximately \$242,000 of its potential.

**Table 37: Available and Actual Sales, 1967
Toole County and Shelby**

	County	City
Available Retail \$	14,383,000	7,267,000
Actual Sales	9,469,000	7,025,000
Difference.....	-4,914,000	-242,000
Percent of Potential.....	65%	96%

What can be expected in the future? The interstate and other road improvements will make Great

Falls and other larger urban centers even more accessible to residents of the county. Conrad, in Pondera County, already exerts a strong retail attraction beyond its borders. In order to compete successfully with the larger centers for the retail expenditures that will be generated because of the ABM population, Shelby will have to merchandise more aggressively and make sure that its business areas function efficiently and are attractive to potential shoppers.

Estimates of future city sales are presented in Table 38. These estimates should be considered crude approximations as they are based on the per capita sales attained in 1967. This method of estimating assumes that the city will attract the same share of retail sales in the future as it did in 1967. While the method is crude, it is probably as reliable as trying to adjust for changes in disposable personal income, the percentage of this income available for sales and possible changes in sales attraction.

Table 38: Estimates of Future City Sales¹

	Peak ABM	1980	2000
Population	6,750	5,210	6,800
Sales (000)	13,006	10,811	14,120
Square Feet (000) ²	216	180	235

¹Based on 1967 per capita sales of \$2,075.

²Based on average of \$60 sales per square foot of floor space for all retail types.

The estimated sales during the period of peak construction on the ABM complex is \$13 million. In 1980, when the population level is expected to be lower, sales of \$10.8 million are forecast. The estimate for the year 2000 is \$14.1 million.

Table 38 also presents approximations of retail floor space needed. These are based on an overall productivity factor of \$60 per square foot for all store types. These estimates are intended only as rough guidelines. It should be apparent that retail establishments can operate at higher productivity levels and probably should, rather than expand, for a temporary boom period. The estimates show that between 180,000 and 235,000 square feet of retail space would accommodate the expected sales level.

In addition to retail trade, Toole County is the location of several wholesale trade establishments. There were 23 such operations in 1967 employing 75 persons. The total sales of these wholesale outlets was \$15.8 million in that year. Table 39 notes that there was a decrease of sales, establishments, payroll and employment from the previous Census of Business in 1958. It is likely that this trend will continue with more of the area's wholesaling being done from the larger urban centers such as Great Falls.

Table 39: Wholesale Trade Data, Toole County

	1958	1967
Establishments	33	23
Sales (000)	16,437	15,585
Payroll (000)	422	356
Employment	120	74

Source: U. S. Census of Business.

Services

In contrast to the trend in retailing, activity in the service trades improved in Toole County and Shelby in the 1960's. This was true despite the population losses that occurred. Table 40 records some of the changes between 1958 and 1967.

In this period the number of establishments in the county decreased, while the number in Shelby remained constant. Receipts in Toole County increased by \$187,000, almost 23 percent. In Shelby the 1967 receipts totalled \$884,000. This was a gain of \$257,000, or 41 percent, over 1958. Payroll and employment in service trade also experienced a substantial increase in the county as a whole. City establishments increased from 77 to 83 percent of the Toole County total in the 1958-1967 period. Service receipts in Shelby went from 76 to 88 percent of the total in this time.

Table 40: Service Trade Data—Toole County and Shelby

Toole County	1958	1967
Establishments	58	54
Receipts (000)	815	1,002
Payroll (000)	203	245
Employment	144	153
Shelby		
Establishments	45	45
Receipts (000)	627	884
Payroll (000)	170	D
Employment	121	D

Source: U. S. Census.

D = Data withheld to avoid disclosure.

The inventory of service establishments in 1967 is shown in Table 41.

Table 41: Selected Service Establishments, 1967

Type	City	County
Hotels, Motels	14	16
Personal Services	9	11
Miscellaneous Business Services.....	5	6
Auto Repair Services	5	7
Miscellaneous Repair Services.....	7	9
Amusement, Recreation	5	5

Source: U. S. Census.

Both nationally and statewide the service activities are attracting more of the consumer's disposable per-

sonal income. This trend is expected to continue with the prospects for employment in the service trades good. Future increases in the service employment are probable in Toole County and Shelby.

ESTIMATES OF FUTURE EMPLOYMENT

Estimates of future employment in Toole County and the City of Shelby are given in Table 42. These are based on the estimated total employment for the city and county for the years 1980 and 2000 given in an earlier section. For Shelby the 1980 and 2000 total employed labor force estimates are 1,730 and 2,190, while for Toole County the corresponding figures are 2,560 and 2,820.

The employment estimates take into consideration the past distribution of total employment among the various major industries. They also are based on an analysis of the changes in this distribution and some of the trends which have been discussed.

The most obvious trend that can be expected to continue is the decrease in agricultural employment. Approximately 24 percent of the county's 2,689 employed in 1960 worked in agriculture, forestry and fish-

eries. By 1985 the agricultural sector is expected to decrease to 18.5 percent and by 2000 to 15.0 percent of all employment. In terms of actual employed this would be 470 and 400 workers, respectively.

Employment in mining in the county is expected to remain at essentially the present level. Moderate increases are expected in most other industries. The largest increases are expected to occur in trade, services and public administration. The 1980 employment in trade is forecast at 610 workers, some 24 percent of the total. Toole County service employment for the same year is estimated at 530, while some 150 employees are expected in public administration.

In Shelby, trade and services are expected to play an even more important role in terms of their share of total employment and actual numbers of workers. The 1980 employment in trade is estimated at 530, while service employment is forecast at 430. Other categories of employment that are expected to show more moderate increases include public administration, finance, insurance and real estate and transportation, communications and utilities. While manufacturing is expected to increase over present levels in both city and county, this type of employment is not expected to constitute an important factor in the future economy.

Table 42: Estimates of Future Employment—Toole County and Shelby

Industry	County		City	
	1980	2000	1980	2000
Agriculture, Forestry, Fisheries.....	470	400	70	50
Mining	50	30	10	20
Construction	260	270	210	140
Manufacturing	130	160	40	80
Transportation, Communications, Utilities.....	230	260	190	220
Trade	610	710	530	690
Finance, Insurance, Real Estate.....	130	160	120	160
Service	530	640	430	580
Public Administration	150	190	120	150
Total	2,560	2,820	1,730	2,190



CHAPTER V

LAND USE



CHAPTER V

LAND USE

To determine how Shelby should expand in the future and what efforts must be made to insure desirable and adequate spacial allocations for future land uses requires that a detailed determination of existing land use be made.

LAND USE SURVEY

A land use survey was conducted in the Fall of 1970 by an on-the-site inspection of each parcel within the study area. Each structure was rated according to its exterior condition.

The results of the survey have been plotted graphically on a map showing the entire planning area and on a more detailed map of the incorporated city.

Land uses were grouped into eleven categories:

- Residential
 - Single Family
 - Multi-Family
 - Trailers
- Commercial
- Industrial
- Motel-Hotel
- Semi-Public
- Public
- Streets
- Railroad
- Vacant

1970 LAND USE

Table 43 is a tabulation of existing land use areas within the Shelby city limits. A comparison with several other cities of similar population size has been made.

Table 43: Land Use Comparison—City of Shelby

	Shelby		Livingston		Conrod		Gillette, Wyo.		Cut Bank		Typical City
	Acres	%	Acres	%							
Residential	165.4	33.5	338.7	37.6	183.2	37.0	176.8	33.6	229.0	28.4	38%
Commercial	31.5	6.4	38.4	4.3	34.6	7.0	41.9	8.0	58.0	7.2	3%
Industrial	11.8	2.4	18.0	1.9	30.0	6.1	19.6	3.7	151.0*	18.7*	4%
Public-Semi-Public	44.3	9.0	51.7	5.7	62.3	12.5	89.7	17.0	125.0	15.6	14%
Parks	27.0	5.4	57.5	6.4	9.3	1.9	5.4	1.0	78.9	9.8	7%
Streets	203.0	41.2	291.8	32.4	176.3	35.6	136.3	26.0	165.8	20.5	30%
Railroad Land	10.4	2.1	104.3	11.6			56.0	10.7			4%

% of developed land

*Includes Railroad Land

The analysis shows that Shelby differs significantly from the typical city and other cities in several land use categories. The most substantial variation occurs in the amount of developed land devoted to streets. This large street acreage is the result of numerous short blocks, unnecessarily wide streets, and many irregular intersections. The large street area increases maintenance costs and decreases the amount of taxable property.

The amount of land used by commercial enterprises is far in excess of that in a typical city. This indicates that land is relatively inexpensive in Shelby and is not fully utilized. Because the commercial land is not being fully utilized, required utilities and public services must be extended over a broader area. Future commercial expansion should consider more efficient use of present land before additional areas are developed.

Industrial use in Shelby is slightly less than typical, but two major economic generators, agriculture and tourism, are not reflected in the figures. Shelby has an advantageous transportation location which

might be utilized in promoting new marketing activities. Land devoted to railroad use is lower than that for the typical city only because of an irregular city boundary which reduces the amount of track within the corporate limits. The amount of park and public land is less than that found in a typical city. This is especially true in regard to public and semi-private land use. Detailed analysis of public lands is conducted in the community facilities section of this report.

The amount of land devoted to residential land use is less than that in a typical city and generally less than that in comparable cities. This higher than average density of housing is the result of small lots in the older areas of the city. If the present trend, established in the last ten to fifteen years, of larger lot sizes for new developments is continued, the amount of land in residences should begin to approach a more normal residential density.

A tabulation of land uses in the entire jurisdictional area is shown in Table 44. Of the total 3,620 acres lying outside the city limits, 3,117 acres are undeveloped.

Table 44: Land Use—Planning Area

	Net Acreage	% of Developed Land		% of Planning Area	
Residential					
Single Family	147.8	21.9%		3.3%	
Multi-family	6.6	1.0%		0.2%	
Mobile Homes	11.0	1.6%		0.3%	
	165.4		24.5%		3.8%
Commercial	29.5	4.4%		0.7%	
Motel-Hotel	7.0	1.0%		0.2%	
	36.5		5.4%		0.9%
Industrial	18.1		2.7%		0.4%
Public	66.4	9.9%		1.5%	
Semi-Public	20.9	3.0%		0.5%	
	87.3		12.8%		2.0%
Parks	29.8		4.4%		0.7%
Streets	296.7		44.0%		6.8%
Railroad	41.4		6.2%		0.9%
Total Developed	675.2		100.0%		15.5%
Undeveloped	3,363.8			77.1%	
Water	51.0			1.2%	
Cultivated	270.0			6.2%	
	3,684.2				84.5%
Total Land	4,360.0				100.0%

Development has taken place outside the Shelby city limits in three major areas:

1. North of town along U. S. Highway 91.
2. West of town along Highway 2.
3. East of town along Highway 2.

Residential

From the north city limits to 5th Street North, new residential growth is taking place on large lots. Only one house in this area is in need of major repairs.

The area lying south of 5th Street North, encompassing the memorial stadium and extending to the Burlington-Northern Railroad tracks, is generally an area of older houses. There were 43 trailers in this area at the time of the survey. Fifty percent of the residential structures in this area were substandard.

From 7th Avenue West to the city limits is an area of middle-aged residences. Nearly one-third of Shelby's population is housed in this area. About five percent of the housing in this area was considered substandard.

The area known as Shelby Heights, which is bounded on the east by 5th Avenue, on the north by 5th Street South, and on the south and west by the city limits, has scattered residential development on small blocks resulting in a large amount of land being devoted to streets. Twenty-two percent of the dwelling units in this area are trailers and over thirty percent of the dwelling units are substandard.

O'Haire Heights, in the southeast sector of the city, is an area of newer homes in good condition.

An area of moderately old homes on small lots lies to the northeast of O'Haire Heights. This area is

presently serving as a buffer zone between the commercial area and O'Haire Heights.

Residential development outside the city limits consists mostly of a few scattered farmsteads, rural homes, and trailers.

Commercial

Commercial development in Shelby is concentrated along the major traffic ways. The Central Business District extends along Main Street from 2nd Avenue to 3rd Avenue. This is the core shopping area which serves a large area as a convenient retail shopping center.

Areas of commercial development outside the CBD occur north of the CBD along Oilfield Avenue, where the commercial development is primarily oriented to tourist and commercial recreation establishments. There is also a mixture of commercial services and retail establishments oriented toward the adjacent residential area. These commercial uses are basically convenience retail rather than primary retail.

Another commercial area lies along Teton Avenue just north of the Burlington-Northern Railroad tracks. This commercial area formed around the railroad when rail service was a major form of personal transportation. The decline in these establishments has been caused by a decline in rail service. There is a high rate of vacancy and structural deterioration in this area.

Strip development of highway oriented commercial extends west of the city along U. S. Highway 2.

The amount of existing commercial floor space has been tabulated in Table 45. These figures represent gross or total floor area, including storage areas, hallways, and other non-productive floor area.

Table 45: Gross Commercial Floor Space—Planning Area

	Square Footage	% of Total Use
Commercial		
Commercial Services	121,151	15.5%
Convenience Retail	67,035	8.6%
Primary Retail	73,479	9.4%
Secondary Retail	93,430	11.9%
Commercial Rec.	32,015	4.1%
Private Offices	2,870	0.3%
	389,980	49.8%
Hotel-Motel		
243 Units	86,737	11.1%
Industrial	152,095	19.4%
Public		
Public Buildings	102,723	13.1%
Public Offices	9,871	1.3%
	112,594	14.4%
Semi-Public*	13,400	1.7%
Vacant	28,564	3.6%
Total Floor Space.....	783,370	100.0%
224 Enterprises are located in the Planning Area		
238 Buildings are occupied by these enterprises		
15 Buildings are vacant		

*Does not include churches

Industrial

Shelby has a relatively low amount of land in industrial use. This is reflected by the economy of the city, showing a lack of manufacturing and secondary industries. Industrial uses are generally located along the Burlington-Northern Railroad tracks and east and west of the city along Highway 2.

Parks

Park land in the planning area accounts for 5.4 percent of the developed land. Much of the land devoted to park use is not located in areas where demand for parks is high.

Public & Semi-Public

The amount of land within the jurisdictional area under public and semi-public ownership is 9.0 percent. This low figure supports the expressed desire of many citizens that new public facilities are needed.

Streets & Alleys

Shelby's basic gridiron layout of small blocks in the south residential area and the canted street layout in the CBD and the area north of the tracks has resulted in a larger than normal amount of land being used for streets and alleys (Shelby: 41.2 percent; Typical City: 30 percent).

LAND USE ANALYSIS

The following observations can be made from the Land Use Inventory:

1. Residential development is presently most pronounced in the northwest and southeast areas of the city.
2. Multi-Family uses are generally located on the fringes of the Central Business District.
3. Mobile homes are concentrated in the northeast and southwest sectors of the city.
4. Commercial land uses are developed in strips along Main Street, Teton Avenue, U. S. Highway 91, and U. S. Highway 2 west of the city. The major concentrations are as follows:
 - (a) Central Business District—on Main Street between Third Avenue and Second Avenue.
 - (b) Service Businesses — located in linear strips along U. S. Highway 91 north of the city and U. S. Highway 2 west of the city.
 - (c) Along Teton Avenue north of the Burlington-Northern Railroad tracks.

Other commercial uses are scattered within the jurisdictional area.

5. Industrial land use generally follows the Burlington-Northern Railroad tracks with the major concentration located south of the track between 2nd Avenue and 5th Avenue.

6. The existing parks and recreation areas are poorly located when considered in light of the population distribution.

From the existing land use tables and maps, the following general observations can be made:

1. Developed land represents 15.5 percent of the land within the Planning Area.

2. Vacant land, streets, and alleys occupy 83.9 percent of the Planning Area with streets and alleys occupying 44 percent of the developed area.

3. Vacant land, streets and alleys, and single family dwellings occupy 87.7 percent of the Planning Area,

with single family units occupying 21.9 percent of the developed area.

4. Parks and public and semi-public uses which are non-revenue producing occupy 2.7 percent of the Planning Area and 17.2 percent of the developed area.

LAND USE FORECASTS

By combining the population and economic forecasts with the existing land use inventory, future land use consumption can be estimated.

Table 46 shows land use forecasts based on past and projected economic and population trends.

Table 46: Planning Area Land Use Forecast

	Net Acres	1970 Acres/100 Pop.	% Dev. Area	Net Acres	2000 Acres/100 Pop.	% Dev. Area
Residential	165.4	5.3	24.5	365.4	5.3	34.0
Commercial	36.5	1.1	5.4	55.0	0.8	5.0
Industrial	18.1	0.6	2.7	40.3	0.6	4.0
Railroads	41.4	1.3	6.2	41.4	0.6	4.0
Parks	20.8	1.0	4.4	81.8	1.2	7.0
Public & Semi-Public..	87.3	2.8	12.8	124.3	1.8	11.0
Streets	296.7	9.5	44.0	386.7	5.7	35.0
Dev. Area	675.2			1,094.9		
Population		3,111			6,800	

Residential

The overall residential density of Shelby is generally at a desirable density. However, the small lot sizes in the older residential areas result in some crowding of single family dwelling units. Further residential growth will be regulated by zoning and subdivision regulations, causing a decrease in such crowded conditions.

The projected increase of 3,699 persons will require an increase of about 200 acres of residential land.

Areas of future residential expansion potential are as follows:

1. The area along the northeastern city limits, where there is 31.2 acres of vacant land with existing available utility hookups.

2. The area surrounding the high school where new growth is presently taking place.

3. The area south of the CBD in the vicinity of O'Haire Heights and the sparsely developed areas to the south and west.

These three areas encompass 135.2 acres of vacant residential land.

Industrial

A sound industrial base should be developed to stabilize the local economic and physical growth.

An increase of 22.2 industrial acres is forecast. The area along the Burlington-Northern Railroad that presently contains the majority of the present industrial use has sufficient area to contain this expansion.

Parks, Public & Semi-Public Land Use

These uses are covered in detail in the community facilities section of this report.

Commercial

An additional 18.5 acres of commercial area is forecast. The present downtown area is a homogeneous line of commercial establishments. Shelby should strive to contain primary commercial growth within the present CBD by adding depth to the commercial development along Main Street.



CHAPTER VI

UTILITIES



CHAPTER VI

UTILITIES

It is the purpose of this section to evaluate the adequacy of the existing utilities within the Planning Area and to make recommendations for major improvements that will be needed to serve the projected population of 6,800 people in the year 2000.

EXISTING WATER SYSTEM

The city water system must provide an adequate quantity of water to meet existing and projected domestic and industrial needs. Water must also be available in sufficient quantity and at pressures sufficient to provide an adequate level of fire protection.

The standards used in evaluating the adequacy of the existing water system are those adopted by the Montana State Department of Health. The system has also been evaluated based on standards set forth by the Montana Fire Rating Bureau. The goals of the recommended system is to conform to these standards and to improve Shelby's present fire rating.

Existing Supply

The present water consumption in Shelby ranges from an average consumption rate of 167 gpcd* to a peak consumption of 503 gpcd in July. This fluctuation in water use is due primarily to irrigation of lawns during the summer months.

The existing water supply source consists of six wells located near the Marias River about five miles south of the city. Water is delivered by five pumps through a 16-inch asbestos cement supply line.

The capacity of the present supply system is about 2.25 MGD*.

Existing Storage

Reserve storage to meet peak hour demands and fire protection demands is provided by two facilities: a 1.00 million gallon ground level concrete tank located at the terminus of the 16-inch supply line near the south city limits, and a .14 million gallon elevated steel tank located north of the Shelby city limits.

Existing Treatment

No treatment is required by the water as it comes from the wells. Water samples have all passed Board of Health tests.

Existing Distribution and Service Areas

Two distinct distribution systems and service areas exist. These two areas are separated within the system by closed valves.

The newer residential areas in the southern sector of the city, which lay above an elevation of 3,360 feet, cannot be adequately served by gravity. This area is supplied by a system using a booster station consisting of a 7½ HP pump and a 20 HP pump controlled by automatic shutoff valves.

The second system, pressurized by gravity, services the remainder of the city.

The principle elements of the distribution system are:

1. Ten-inch main on 7th Avenue crossing the Burlington-Northern Railroad tracks to supply the north side of town.
2. An eight-inch main from the concrete reservoir extends north along 6th Avenue, east along Main, and north across the Burlington-Northern Railroad tracks at 2nd Avenue.

Approximately one-third of the total length of the existing system is four inch diameter. The remainder is six inch with the exception of the eight- and ten-inch mains mentioned above. There are several dead-end mains which prohibit good circulation in the systems. Some of the older cast iron pipe has already badly deteriorated by electrolysis. This is due to the high soil alkalinity.

Existing Fire Protection

Based on the water supply system, Fire Department, fire alarm system, structural conditions, and other factors, Shelby has been given a Class 6 fire rating. Deficiencies within the water system contributing to this rating are low fire flows, presence of four-inch mains, and four-inch hydrants, and poor physical condition of pipes.

ADEQUACY OF EXISTING WATER SYSTEM

The present water supply pipeline at 2.25 MGD capacity is sufficient to meet the present maximum consumption of 1.69 MGD.

Based on the population projections for the planning period, the existing supply sources will be inadequate.

*Gallons per capita per day
*Million gallons per day

quate to serve the 1975 population. An additional 400 GPM* will be required by 1985 and 800 GPM will be needed by the year 2000.

Required storage for the present population is calculated to be 1.10 M.G. which compares to the existing storage capacity of 1.14 M.G.

The existing storage is presently operating at capacity. Required storage for the year 2000 population will require an additional 1.00 M.G. This storage should be elevated to the north of the City to provide the best hookup with the existing system and to serve expanding residential areas.

The existing distribution system appears adequate to meet present demands. No pressure shortages have been reported in the system. Population growth in the areas north and south of the CBD will require improvements to the distribution system within the planning period.

RECOMMENDED IMPROVEMENTS

A map has been prepared showing the recommended improvements to the water system. The principal features of the proposed system are as follows:

Supply

The existing water supply will require an additional 800 G.P.M. to meet future demands. The existing 16-inch supply line can accommodate the estimated increase, however, the following improvements will be required:

1. If the present water producing aquifer has sufficient water, new wells should be established in the vicinity of the existing wells. Should detailed flow investigation prove this infeasible, supplementary water can be pumped from the Marias River and filtered.

2. The use of the existing 16-inch supply line may require the installation of a booster pump to increase the rate of delivery of water to the system.

Storage

An additional 1.0 million gallon storage facility is recommended to be located northeast of the City. If topography warrants, a standpipe is recommended as construction costs for elevated tanks of equal volume are roughly 3 times as much.

Distribution

These are shown in detail on the recommended system map. A brief description of the recommended improvements follows:

1. Provide additional feeder lines crossing the BNRR tracks.

2. Complete looping of the existing system particularly in the Northeast and Southwest sectors of the City.

3. Provide a primary feeder loop to serve the southside high service area.

*Gallons per minute

4. Construct a small elevated storage tank on the southside to maintain adequate operating pressures.

5. Expand the present booster pumping system.

Water System Extensions

Shaded areas on the Water System Plan indicate areas of future growth requiring extension of the existing water system.

Future extensions should be based upon the following design standards:

1. Minimum size water main shall be 6" to meet recommended fire protection standards.

2. Hydrants should be standard as defined by the Montana Fire Rating Bureau with 6-inch branch connections to the mains.

3. Looping of water mains should be done wherever possible.

4. Use of cast iron pipe for water mains should be discouraged due to the corrosive nature of the soil on ferrous materials.

5. City standards should be met and verified by inspection before any privately developed utilities are accepted in annexed sub-divisions.

6. A computer analysis of Shelby's water system should be carried out to allow proper sizing of pipes for future improvements and extensions.

EXISTING SANITARY SEWER SYSTEM

The sanitary sewer system should collect and properly treat all sanitary and industrial wastes to meet acceptable environmental and health standards and to prevent pollution.

The standards used in evaluating the existing system are those which have been adopted by the Montana State Department of Health.

Existing Collection System

The Shelby sewer system is shown in detail on a map of the system. The service areas coincide with areas served by municipal water.

The sewage collection system consists of 69,000 lineal feet of sewer pipe. Of this 3,050 is 18-inch, 260 feet is 12-inch, and 6,160 feet is 10-inch pipe. The remaining 59,530 feet of sewer line are of 8-inch and 6-inch diameters.

Most of Shelby's sanitary sewers are of vitrified clay constructed during the 1920's. In recent years, since 1945, concrete pipe has been used.

For the most part sewage is carried by gravity flow with the exception of three locations where pumping is necessary. The areas requiring sewage lift stations are:

1. near the high school in the vicinity of 5th and 6th Street North.

2. the area along Front Street on the far West side of town.

3. an area along Plum Street and 1st Street South on the east side of Shelby.

Sewer Outfall and Treatment Facility

The outfall sewer is 20 inches in diameter. This line runs adjacent to the north right-of-way of the BNRR and enlarges to 24 inches east of the Shelby City Limits. This outfall conveys raw sewage east to the waste stabilization ponds for treatment. This line has never been observed flowing at more than 1/2 capacity indicating additional capacity in the existing outfall.

The sewage treatment facility is a 3-cell waste stabilization pond with cells of 12.55 acres, 18.14 acres, and 11.56 acres composing an aggregate pond area of 42.25 acres. During the summer the cells are operated in a series while in the winter sewage enters the center cell and flows into the end cells.

ADEQUACY OF THE EXISTING SYSTEM

Many of the concrete pipes in the existing collection system are badly deteriorated due to the effect of hydrogen sulfide gas from the sewage. Numerous sewers are at insufficient grades to maintain self-cleaning velocities, causing some plugging of pipes. The City has recently purchased sewer cleaning equipment to help keep sewers serviceable, but the basic sources of problems remain uncorrected.

No inadequate capacities have been observed with the exception of the 10-inch trunk on Main Street. Shallow ground water on the northeast side of town has infiltrated some lines in this area.

The presence of 6-inch sewers is considered a poor feature by present design standards. The 6-inch lines in the Shelby system are the cause of some stoppages.

Based on criteria adopted by the Montana State Department of Health, calling for one acre of pond per 100 people, the present treatment facility should accommodate a population of 4,200.

RECOMMENDED IMPROVEMENTS

A map has been prepared showing recommended improvements to the sewage system. These improvements include:

1. Replacement of deteriorated concrete lines and manholes. If grades are presently below minimum larger pipes or lift stations should be installed.
2. The area on the east side of Shelby north of the BNRR tracks is very favorable for sewer extension. As growth in this area takes place, an extension connecting directly to the 24-inch outfall should be installed.
3. The planned growth area on Shelby's south side is less favorable for sewage extension. Pending a detailed engineering study, it appears that service to this area may require a lift station and relief sewers to prevent overloading.

4. The City of Shelby should adopt the following standards to be met by future sewer extensions:

- a. Sewers should be a minimum of 8 inches in diameter.
- b. Sewer grades should not be less than those required by the State Health Department.
- c. Sewer pipe should be P.V.C. or vitrified clay.

5. Expansion of the existing stabilization ponds will be required by 1975. An additional 26 acres will be required to meet projected needs to the year 2000. An alternate method for expanding the treatment capacity would be to deepen the ponds and install mechanical aeration equipment.

STORM DRAINAGE

In 1966 the City of Shelby and Toole County Soil and Water Conservation District assisted by the U. S. Department of Agriculture, Soil Conservation Service prepared a Watershed Work Plan under the authority of the Watershed Protection and Flood Prevention Act. This plan led to the construction of a multi-purpose project which provides a high degree of flood prevention for Shelby combined with a recreational facility. The project consists of dam structures with a diversion channel which controls runoff from 4.7 square miles of flood producing area in Sullivan Coulee immediately to the north of Shelby.

Floodwaters in the streets of the northern part of the City were common before installation of the protective facilities. Storm periods from June 8 to June 11, 1964, and from June 12 to June 16, 1965, were well documented and caused damages in excess of \$700,000.00. The improvements recently completed will eliminate flooding from storms of less than a 100 year frequency and 6 hour duration on the north side of the Burlington-Northern Railroad tracks. The City of Shelby participated in this project through a general obligation bond issue in the amount of \$86,000.00.

Serving for storm drainage control within the City Limits of Shelby are two (2) partial storm drainage systems; one basically serving the northeast section of town, the other serving the business district. There is presently no storm drainage facility in the southwest section of town.

ADEQUACY OF EXISTING SYSTEM

A 1969 engineering report stated that the northeast system was adequately sized to serve the remaining drainage areas below the flood diversion channel, while improvements were recommended for the system in the central business district.

All storm water presently passing through Shelby or diverted by channel to the north side of Shelby eventually finds its way back into the natural channel of Sullivan Coulee on the east side of Shelby and flows southeast for eight miles thereupon joining the Marias River.

RECOMMENDED IMPROVEMENTS

Recommendations for improvements to the storm drainage system were taken from a 1969 engineering study of the system. The major recommendations are:

1. Extend the Front Street sewer to the intersec-

tion of 1st Street North and 6th Avenue to eliminate a flooding condition occurring near the north approach of the viaduct.

2. Reconstruct the Main Street sewer from 3rd Avenue to 5th Avenue which was damaged during street construction.



CHAPTER VII

COMMUNITY FACILITIES



CHAPTER VII

COMMUNITY FACILITIES

For the purpose of this report, community facilities are those facilities, public and private, which are normally provided to satisfy the needs of the people of the community. This report groups these facilities into five general categories:

1. Cultural—Auditoriums, Churches, Libraries, Museums.
2. Governmental—City, County, State and Federal Agencies, Fire Stations and Hospitals.
3. Recreational—Parks and Recreational Facilities.
4. Educational—Public and Parochial Schools.

To provide the community with public facilities requires large expenditures of public funds. To assure the best return from these public investments, it is essential to develop a long range community facility improvement plan based on need and ability to pay. A survey of community facilities in Shelby was made to determine the present and future needs. The findings of the survey were then compared to ideal standards for their adequacy, and projections were made to show the need through 2000.

GENERAL

The condition of community facilities in Shelby varies from excellent to inadequate. Expenditures on some facilities, at the expense of others, has caused expensive long term deterioration that should be avoided in the future. Despite the demanding process of governing the City and County, a broad consideration of all community facilities must prevail and consideration be given to maintaining a constant level of improvements over all the facilities.

In the course of preparing this study, an underlying note of apathy toward civic improvements by the citizenry became apparent. Caught in a time of national urbanization, Shelby is experiencing a loss in its population which may account for some of the lack of enthusiasm and civic pride. Surely there are many other complex reasons for this condition, but the suggested solutions for improved and maintained civic pride are as follows:

1. Look at the Bright Side.
Good clean air (altitude 3,285 feet).
Varied climate—high percentage of sunshine, warm Chinook winds.
Productive labor force.
Good highways—major improvements to Interstate 15 under construction.
Proximity to Glacier National Park and Canada.
Natural Resources—petroleum.
Agricultural productivity increasing.
Relative freedom from racial problems.
Freedom from disease.

2. Create a general community image that will achieve recognition from other communities and be admired by the residents through urban beautification, attractive civic buildings, a convenient museum, good streets and a general clean-up that will eliminate the blight of shacks and abandoned autos.
3. Create a specific point of community pride that will set Shelby apart and become the hallmark of the City.
4. Perform the improvements of community facilities according to a well planned priority basis to create an attractive place in which to live and do business.

The following five sections discuss the major community facilities, their present condition, and the improvements required to render them serviceable at an adequate level.

CULTURAL FACILITIES

Civic Center

As have many other communities of comparable size, Shelby has relied on its schools to provide public meeting places. However, within recent years, the large Marine Corps Armory has become available for community use. Built in 1949, in the northeast section of the City near the City Ball Park to house the Shelby based Marine Unit, it later served as the National Guard Headquarters. It has now reverted back to the City for municipal use. At present, its prime function is for youth dances, large meetings, and some athletic practice.

The structure should be analyzed for building code compliance and monies programmed into the capital improvements plan for its rehabilitation. If the Civic Center were more attractive, and the grounds landscaped, it would play a larger role in community activities.

Churches

The City of Shelby and the surrounding area are served by seven churches of varying denominations. These are located throughout the community with convenient accesses, although parking is not adequate for a few.

Library

The public library's contribution to a healthy community is manifold. It provides an essential information resource for community education and encourages the development of an informed citizenry. The library acts not only to stimulate thought, clarify opinion, and supply information, but also to provide entertainment, even to those in the remote parts of the area served. Dedicated library staff, guided by a librarian and Board of

Directors who recognize effective sales techniques, can make the library visit an exciting experience.

The V.S.C. (Volume, Seating and Circulation) Formula is used for evaluating the Toole County Library.

It is a general guide, but has proven to be realistic.

Table 47 shows existing and projected library needs based upon population forecasts.

Table 47: Existing and Projected Library Needs

	Population	VOLUMES		SEATS		CIRCULATION		FLOOR AREA	
		No.	Books Per Capita	No.	Chairs Per 1000 Capita	No.	Volumes Per Capita	Square Feet	Square Feet Per Capita
VSC	10,000		3.5-5		10		10		.7-8
Toole County Library, 1960.....	7904	19006	2.4	35	4.43	26138	3.4	3800	
Toole County Library, 1970.....	5839	17353	2.97	58	10	36823	6.3	3800	.48
Toole County Library, 1980.....	7710	30840°	4	77°	10	77100°	10	4800	.65
Toole County Library, 1990.....	8230	32920°	4	82°	10	82330°	10	5760°	.7
Toole County Library, 2000.....	8730	34920°	4	87°	10	87300°	10	6111°	.7

° Ideal Conditions.

The V.S.C. Formula comparison above indicates a decrease in total volumes over the 1960-1970 period of 8.6% with a book per capita increase of 22%. This was brought about by the decrease in the Toole County population from 7,904 to 5,839. This decrease in users also made the floor space available more nearly that which would be recommended. If the present population had the whole library building available for library use by removing the museum, floor space/capita would be .82 square feet.

Moving the museum to City Hall would provide for 4,800 square feet.

This would bring floor space to 90% of V.S.C. minimum space for the projected population. By 2000 to bring the library up to V.S.C. minimums 1,300 additional square feet and 17,600 volumes should be added to present quantities. The biggest need is for 13,000 additional volumes by 1980.

Museum

The colorful origins of Shelby and Toole County should be a source of interest and pride for every resident. Properly displayed, the artifacts and memorabilia of the past can stimulate this pride and provide a needed educational function. A regional museum (30 mile radius) would fulfill these needs and contribute materially to the community by attracting tourists and students.

The history of the area, from its prehistoric life that formed the petroleum fields through the Indian and pioneer cultures, will continue to interest both residents and visitors.

Somewhat remote from the tourist and not too well known or used by the residents of the area is a good collection of historic items in the basement of the library. This could be the nucleus of the community

museum, but it would have to be given considerably more space to provide for construction and rotation of entertaining and educational displays.

With the construction of a new City Hall (see below), the existing building should be converted to a museum. The location is ideally suited for this use as adequate access is provided by Main Street and the City Park provides surrounding open space. The proximity of the site to the Central Business District should make the City Hall Museum attractive to the business community.

GOVERNMENTAL FACILITIES

City Hall

The Shelby City Hall, a frame building, was constructed in 1924, at Main Street and Second Avenue in City Hall Park. It houses the City Clerk, the Council Chambers, and the City Water Offices, all on the upper floor, while the City Police Department and Jail are on the lower floor.

The existing layout has the Council in an alcove of the business lobby so meetings and city business conflict. The lower level foundation walls leak in heavy rains and spring runoff to make this space of limited, if not questionable use. The Jail is obsolete and has been all but abandoned. City prisoners are placed in the custody of the County Sheriff.

Generally, the building is delapidated and does not function well for its intended purpose. In its present condition it does not give a proper image for a community that is seeking recognition for its progressive attitudes in attracting industry and tourists.

The plan recommends a replacement for the City Offices which could be coupled with other City build-

ing needs. The City of Shelby should continue its efforts to participate in a joint City-County Jail Facility.

Fire Station

The Shelby Fire Station is wood frame with stucco and imitation brick siding. The building is approximately 40 years old with some remodeling having been done a few years ago. Parking for meetings is inadequate.

The building presently houses three trucks:
1940 Ford.....750 gallon pumper
1962 International.....1,000 gallon pumper
1970 Ford.....1,000 gallon pumper

The first two vehicles are owned by the City of Shelby and the last is owned by the South Toole County Fire District.

The plan recommends a new fire station in conjunction with other municipal facilities where communications could be consolidated with some provision for expansion and where parking could be provided.

The limit on building height in the Central Business District set by ordinance could be modified if a hook and ladder truck is added to the vehicle list.

Swimming Pool

The new all season swimming pool and facility, built in 1970 on the west side of town, is meeting the expectations of the community in providing an ongoing recreation program for winter months. The City officials and their committees have demonstrated the kind of effort that will be required to get other needed facilities to further improve the community.

The 45' x 75' pool is housed in a new 100' x 160' convertible structure and the older change house has been rehabilitated and completes the plant.

County Courthouse

The Toole County Courthouse, constructed in 1934, commands a promatory between First and Second Streets South. The County functions that are housed in the building should find their spaces adequate for the planning period with few exceptions. In the foreseeable future, the Clerk and Recorder's vaults will become crowded, but this situation can be remedied by utilizing microfilming filing. Some rooms designated for time to time activities such as drivers license testing are quite small. These activities could be transferred to other community buildings as the need for more space occurs.

The sound structure of the courthouse coupled with the commendable maintenance of the past should serve the community for many years.

The Plan recommends a review of fire exit regulations and more adequate parking facilities.

County Jail

The County Jail and Sheriff's Office is hidden in an alley-way off of First Street. It occupies only 1,288

square feet on each of the two floors. The Sheriff's office, kitchen, communications room, cell block and interrogation room occupy the first floor; while the dormitory for short term occupancy utilizes the entire second floor.

The jail is deficient in most respects and exposes good enforcement personnel to security and safety hazards. No adequate separation of juveniles and women is provided and the dormitory is too large, housing up to twenty-four prisoners without separation. Record storage is exceptionally inadequate both in capacity and protection. The parking lot is not only too small, it is so steep that it is also a hazard.

The Plan recommends a new City-County Jail with planning that is in keeping with the best contemporary penal institution design, and that is of adequate size to meet the demands of the projected community growth. Consider the four "S's" of jail design: Security, Safety, Segregation and Sanitation.

The joint City-County Jail is projected to be built at the west entrance of Shelby where there is free emergency vehicle access to the major lanes of traffic, and adequate parking. Community ambulance service could be conducted from this location and respond directly to the police communications system.

Hospitals

The 1969-70 Montana State Plan for Hospitals and Medical Facilities designates the existing Toole County Hospital as a "Rural Hospital" with a licensed capacity of 30 beds but a total capacity of 37 beds. The decline in the population of the area served by this facility has caused a decline in its use and postponed the plan to build a new hospital and convert the existing hospital into nursing home space.

The State Plan rates the capacity of the Toole County Nursing Home at 34 beds.

The existing 18,000 square feet hospital is administered with the Toole County Nursing Home by a staff of 74 full time and 15 part time employees. The custodial, food service, and laundry services are joint use, with the nursing staff assigned to the home or the hospital.

Table 48: Toole County Hospital Needs

Year	Population	Use Rate	Projected ADC	Bed Need
1970	5839	798	13	27
1980	7710	798	17	32
1990	8230	798	18	33
2000	8730	798	20	35

The Determination Formula used by MSDH is established by Form PHS as follows:

- Multiply current use rate (annual patient days per 1,000 population) by projected area population and divide by 365 to obtain the projected average daily census (ADC).

- b. Divide the projected average daily census by .80 (Occupancy factor) and add 10 to obtain number of beds for the area.

This table indicates that the need for expanding the hospital is not great. However, the expanding needs of the Toole County Nursing Home may make it necessary to let it expand into present hospital space while a new facility is provided for the hospital.

Toole County Nursing Home

The nursing home is an ever expanding need in today's community. With increasing longevity and increasing acceptance of nursing homes the demand for beds is greater than the supply.

Toole County Nursing Home has 36 licensed long term care beds and an area of 16,742 square feet. It's staff is joint with Toole County Hospital. It is in a residential area now and will need zoning to maintain this neighborhood character. The site needs additional off street parking. There is no room for plant expansion. When hospital bed demand increases and if a new hospital is built, the nursing home can expand into the present hospital facility.

Table 49: Area Nursing Home Needs

Year	Population	7.8% of Pop. Over 65	Use Rate	Projected ADC	LTC Bed Need
1970	5939	463	14278	19	32
1980	7710	601	14278	24	37
1990	8230	642	14278	26	39
2000	8730	681	14278	27	40

In 1970, the 36 beds were 52% occupied by long term care patients, 37% by personal care patients and 1% by boarding home patients for a total of 90% occupancy. Figures were supplied by the Montana State Department of Health.

The Determination Formula used by MSDH is established by Form PHS as follows:

- a. Multiply current use rate (annual patient days per 1,000 population) by projected area population and divide by 365 to obtain the projected average daily census (ADC).
- b. Divide the projected average daily census by .90 (Occupancy Factor) and add 10 to obtain number of beds for the area.

By using all 36 beds for long term care, the present home should be adequate until 1980. However, this means the need for personal care beds and boarding home beds is completely unprovided. This reinforces the need for more space in the near future.

RECREATIONAL FACILITIES

Parks

Recreation area use is affected by population, leisure time, per capita income, and ease of travel. So

more people with more money, more time in which to spend it, and better transportation to help use their time mean greater demands for park area.

By establishing objectives and inventorying and evaluating present facilities, the plan was evolved to meet this increasing demand for recreation areas.

One objective of a park system is preservation or development of natural resources for the benefit of the community. Another is to provide adequate recreation land for the population. These two objectives can best be obtained by formulating policies to provide the best park system for the needs of the whole City.

The following park descriptions establish standards for Shelby parks:

The playground park is a small park, or part of a neighborhood park, which is specifically for pre-school and elementary school age children and has play equipment just for these ages with open space for games. A toddler area with benches for mothers should be separate from the other area.

The neighborhood park is larger and serves the neighborhood and offers physical recreation for all ages. Facilities should provide a ball diamond, paved court area, multiple purpose areas, open play area, with rest rooms and drinking fountains. Within the neighborhood, picnics are usually in back yards so no facilities are needed.

Playfields are often combined with neighborhood parks or community parks. These provide for outdoor basketball, tennis, football, and ball diamonds.

Community parks may provide barbeque areas, shelter, wading pool, swimming pool, picnic areas, flower gardens, concessions, drinking fountain, rest rooms, performance platform or band shell, and an ice skating rink.

A district park is built around a natural or man-made resource and serves the entire urban area.

Table 50: Source—Planning Design Standards for Recreation Areas

Type of Area	Acres Per 1000 Population	Site Size in Acres		Radius of Area Served
		Ideal	Min.	
Playgrounds	1.5	4	2	0.5 mi.
Neighborhood Parks..	2.0	10	5	0.5 mi.
Playfields	1.5	15	10	1.5 mi.
Community Parks.....	3.5	100	40	2.0 mi.
District Parks	2.0	200	100	3.0 mi.

The above figures are set up for a more urban area and give 10.5 acres per 1,000 population. A criteria of 12 acres/1,000 population has been deemed more applicable to an isolated community.

Shelby now has 5 developed parks with a total area of 20.79 acres. Applying 12 acres/1,000 population to the present population of 3,111, present need is 37.33 acres. Shelby now has 5 parks with a total area of 20.79 acres, or 56% of the recommended standard.

Table 51: Shelby Recreation Area Needs

Year	Population	Shelby 12A/1000 Population
1970	3111	37.33 Acres
1975	4490	53.88 Acres
1980	5210	61.62 Acres
1990	5920	71.04 Acres
2000	6800	81.8 Acres

If all of the City owned land now proposed for parks were developed, the acreage would be 47.17 or would serve a population of 5660. This population is projected for 1985. This table shows that Shelby needs to place most emphasis on developing existing proposed parks

and on land acquisition of the 34.6 acres needed between 1985 and 2000.

To bring Shelby up to recommended area, Cleveland Park could be developed to add 5.22 acres. Johnson Park development into a Community Park would add 15.38 acres for a total of 41.39 acres. This is 4 acres above 1970 standards and would serve the City while future plans are formulated to best take advantage of financing. Another possibility is to move the ball fields at Memorial Ball Park to land near the High School and use Memorial Ball Park as a Playground and Neighborhood Park for the area bounded by Highway 91 and the railroad tracks. This neighborhood at present has no Neighborhood Park. This would add

Table 52: Recommended Park Development

Name	Area Acres	Proposed Use	Existing Equipment	Proposed Equipment
Aronow	4.59	Neighborhood Park & Playground	2 Teeters 1 Slide 3 Swings 1 Merry-Go-Ring	Tot Lot Play Equipment Paved Court Grass Court
Andy Anderson Memorial	.22	Continue As Is	Picnic Area	
City Hall Park	.86	Enlarge w/vacant land South of City Hall to surround City Hall		Add picnic facilities
Cleveland Park	5.22	Neighborhood Park & Playground	Undeveloped	Tot Lot Play Equipment Paved Court Grass Court
Johnson (Pool)	8.80	Develop as a Community Park	Play Equipment Picnic Equipment	Play Equipment Tot Lot Paved Courts Grass Courts
Johnson Park	15.38			Shelter Rest Rooms & Drinking Fountain Ice Skating Rink Tennis Courts
Lincoln Park	1.67	Develop as a Playground		Tennis Courts Grass Courts Paved Courts Play Equipment Rest Rooms & Drinking Fountain
Memorial Stadium & Ball Park	5.37	Move to High School Area (See Summary)		
Roosevelt Park	5.78	Future Neighborhood Park & Playground	Undeveloped	Tot Lot Play Equipment Paved Court Grass Court

5.37 acres to the developed park area and would postpone the need to develop Cleveland Park until 1975.

The City should investigate buying the 2 vacant lots south of the City Hall to surround the City Hall with a green belt. This becomes more valid when the building will house the museum. District parks in Shelby include Marias Fair Grounds and Sheloole Recreation Area. Sheloole Recreation Area encompasses 330 acres of land with 50 developed for boating, swimming, picnicking, camping and fishing. Marias Valley Fair Grounds acts as a district recreation area in that each year the fair draws crowds from the whole surrounding area.

The last recommendation is to plan now for future parks, to acquire the land before land rates are set by development, to choose land in the recommended growth areas for Neighborhood Parks and Playgrounds.

EDUCATIONAL FACILITIES

Schools

The basic purpose of the school inventory is to determine how much impact and enrollment growth Shelby schools can absorb before expansion becomes necessary.

Communities are outgrowing their schools by both enrollment increases and curriculum changes. The addition of music, art, vocational, physical education, and science areas has greatly altered the size and type of class space required, causing a school to be outgrown even though enrollment has not greatly increased. The rising cost of building and finishing schools is encouraging their use for activities outside school hours, such as meetings, adult education, and summer recreation programs. These uses and increasing student use of cars requires more off street parking. New sites must be chosen and sized to allow for more parking, fu-

ture expansion and located to accommodate future residential growth.

The information in the following inventory was furnished by Harry W. Rhodes, Superintendent of Shelby Schools. Table 53 shows school enrollment history from 1960-61 to 1970-71.

**Table 53: Enrollment—District No. 14, 1960-1971
Shelby, Montana**

Year	Elementary	High School	Totals
1970-71	617	391	1008
1969-70	656	343	999
1968-69	616	351	967
1967-68	672	360	1032
1966-67	702	374	1076
1965-66	702	372	1074
1964-65	649	359	1008
1963-64	633	383	1016
1962-63	642	349	991
1961-62	634	330	964
1960-61	658	287	945

Table 54 shows projected school enrollment for 1970-71 to 2000-01.

**Table 54: Projected School Enrollment,
Source: Population Projection**

Year	Elementary	High School	Totals
1970-71	617	391	1008
1975-76	765	450	1215
1980-81	885	520	1405
1985-86	950	560	1510
1990-91	1006	590	1596
1995-96	1080	636	1716
2000-01	1156	680	1836

Table 55 shows the capacity of each school and its present enrollment.

**Table 55: Summary of Enrollment Capacities
Source: Shelby Public Schools, 9-24-70**

School	Grades	Student Capacity	Classrooms In Use	Students Enrolled	Increase Capacity
Bitterroot	K-6	396	10	209	187
Meadowlark	K-6	386	12	245	184
	Spec. Ed.				
Sub-Total					
Elementary		792	23	460	332
Junior High	7 & 8	335	9 (13 Available)	164	171
Senior High	9-12	450		396	54
Sub-Total					
Secondary		785		560	225
TOTALS		1577		1020	557

The above table was compiled on the following basis:

- 26 pupils per class grades K, 1, 2
- 28 pupils per class grades 3 & 4

30 pupils per class grades 5 & 6

*30 pupils per class grades 7-12

*With adjustments for scheduling, staffing and pupil demand.

These figures are Montana State Department of Public Instruction Recommendations.

Meadowlark School has 14 classrooms, Multi-Purpose Room and Administration Suite. It was built in 1948 and added to in 1956, for a total of 24,150 square feet.

Bitterroot School was built in 1946, added to and remodeled in 1952 and again added to in 1956 for a total of 21,742 square feet. It contains 13 classrooms, an auditorium, and office suite. In these two schools, the classrooms are built with adjacent coat storage rooms. If the elementary school system should go to ungraded or team teaching these coat spaces would work well as activity space or as concentrated teaching areas. This area connected with each classroom greatly increases the versatility of these schools and decreases their curriculum obsolescence. These schools, with additional staff can accommodate 332 additional students or until year 1975 of projected growth.

Shelby Junior High School was built in 1928, added to in 1957 and remodeled in 1969 for a total area of 16,000 square feet with 13 usable classrooms. This school has an enrollment capacity for 171 additional students or until 2000 at projected population. However, a change to a 6-3-3 system will absorb some of this expansion for the ninth grade.

Shelby Senior High School, built in 1961, with an area of 36,700 square feet, has 12 classrooms, 2 science classrooms-laboratory combinations, home economics suite, library, study hall, shop, auditorium, and gymnasium. This new school functions well for its curriculum and the site has adequate room for expansion of classrooms or a music suite which is under future consideration. The total increased enrollment capacity of the high school is 54. An overload could be handled by changing to a 6-3-3 system and moving the ninth grade into the junior high school. This would free more of the secondary classrooms at the high school level.

Shelby schools also make extensive use of the City indoor pool. There is a regular P.E. class in swimming, working toward a school swim team. The bowling alley and the roller rink are other outside facilities used by the School District.

In summary, the elementary schools can house an additional 332 students and the secondary schools can house an additional 225 students before overcrowding becomes serious.

In addition to the public schools, St. William Catholic School, built in 1947, can accommodate 150 students. Capacity at St. William is 95, so this school has a potential of 55 additional students. St. William has 5 classrooms, a multipurpose room and a library with a staff of 3 full time and 2 part time teachers.



CHAPTER VIII

HOUSING



CHAPTER VIII

HOUSING

Housing within the jurisdictional area was discussed in a general manner in the land use inventory section. To qualify present and future housing requirements, a more detailed analysis is carried out in this chapter.

Data on housing in Toole County, the City of Shelby and the Planning Area was obtained from two sources: (1) The housing inventory which was conducted by the Consultant as part of the land use field studies, and (2) first count data from the 1970 census.

CHARACTERISTICS OF EXISTING HOUSING

From the two data sources available the following housing characteristics were determined:

1. Toole County has a total of 2,163 housing units of which 1,223 are located in the City of Shelby and 1,242 or 57 percent are within the Planning Area.
2. The 1970 Census shows that of the 1,872 occupied housing units in Toole County, 1,258 units or 67 percent are owner occupied and 614 units or 33 percent are renter occupied. The City of Shelby, which has 65 percent of the county's occupied housing, shows a slightly lower percentage of home owners, 64 percent.
3. Of the total housing stock in Toole County in 1970, 82 percent were single family residences. Multiple dwelling structures accounted for 13 percent of the inventory, while 5 percent were mobile homes. In the City of Shelby only 75 percent of the structures were single family residences while 17 percent were multiple dwelling structures, and 8 percent were mobile homes.
4. The 1970 Census reports an average value of \$12,300 for owner-occupied dwellings in Toole County. For the City of Shelby the average value is significantly higher, reaching nearly \$14,700 per unit.
5. The 1970 Census reports the mean rent paid for renter-occupied dwellings in the city and county at \$70.00 and \$66.00 per month, respectively.
6. 1970 Census data shows 177 vacant units in the county. The Census reports 120 vacant units are for rent, 29 vacant units for sale, and 25 units vacant only for a temporary or seasonal period. For the City of Shelby the Census shows 110 vacant dwelling units. Eighty-five units are for rent, 24 for sale, and one unit vacant for a temporary or seasonal period. Data gathered for the Comprehensive Plan shows 35 percent of the vacant units are single family.
7. The Planning Area contains 1,242 housing units of which 929 or 75 percent are single family, 211 or

17 percent are multiple family and 102 or 8 percent are mobile homes.

8. Of the 1,242 housing units in the Planning Area, 160 or 13 percent are substandard.
9. Breaking the condition down by type of housing indicates that 135 or 14 percent of the 929 single family units are substandard, 17 or 8 percent of the 211 multiple family units are below standard and 8 or 8 percent of the 102 mobile homes are substandard.

Table 56 shows the results of the housing survey conducted in the Fall of 1970.

Table 56: Type and Condition of Housing In Planning Area

Type Unit	Total Units	Condition of Unit	
		Standard	Substandard
Single Family.....	929	794	135
Multi Family.....	211	211	17
Mobile Home.....	102	102	8
Total	1,242	1,107	160

EXISTING HOUSING DEMAND

The population that could be adequately served by the existing housing supply can be estimated by the following procedure:

The 1970 Census showed that there were 112 vacant housing units in Shelby in April 1970. Although the structural survey conducted by the Consultant in the Fall of 1970 did not specifically identify vacant dwelling units, it was noted if a residential structure was obviously unoccupied. This survey showed that there were 35 of these type of units in the Planning Area. Of the 35, 27 were in substandard condition with 8 of the 27 classified as dilapidated or unfit for occupancy. Removing the 27 substandard units leaves a total of 75 vacant units available. If 14 percent (percent of existing single family housing which is substandard) of these units are substandard there would be a useable vacant dwelling unit supply of 65 units. From the population data it was determined that the average household size is 2.6 persons. This results in a housing supply capability of 168 persons. At this point there would still be 113 housing units in use which are considered substandard. If a strong code enforcement program were instituted, an estimated 25 percent or 28 of these units would require replacement while the remaining 75 percent could be rehabilitated. This would result in a gross housing supply of 37 available units capable of housing an additional 97 persons.

It should be noted, however, that in the absence of any code enforcement, rehabilitation or replacement programs, the present housing supply has a capability of housing a total of 2,900 persons in standard hous-

ing. This represents a deficiency of 81 housing units based upon the present population.

The analysis of the existing housing supply results in three levels of housing supply contingent upon the structural condition of housing that would be tolerated. These levels are described as follows:

Level 1—Utilize vacancies in existing standard units while continuing to utilize 113 substandard units presently occupied. This acceptance level results in a surplus of 65 housing units.

Level 2—Utilize vacancies in existing standard units, upgrading the occupied substandard units through a code enforcement program requiring rehabilitation or replacement. This level results in a surplus of 37 housing units.

Level 3—Replace all substandard dwelling units. This results in a deficiency of 81 housing units at the time of the housing survey.

For the purposes of this analysis Level 3 is used to determine existing and projected housing requirements. This decision was made primarily because of the criteria used to judge the condition of the structure. The points required to place a house in the substandard classification are related to serious structural deficiencies which would usually require more than normal repair and maintenance.

FUTURE HOUSING DEMANDS

Based on population forecasts for the Planning Area and the present occupancy rate of 2.6 persons per housing unit the following housing requirements have been estimated:

Table 57: Projected Housing Requirements

Year	Population	Additional Units Req'd	Accumulated Total
1970	3,111	81	-----
1975	4,490	530	611
1980	5,210	277	888
1985	5,600	150	1,038
1990	5,920	125	1,163
1995	6,360	170	1,333
2000	6,800	170	1,503

Table 57 shows that by 1975, 611 additional housing units will be required to meet the housing needs of the projected population. By the year 2000 a total of 1,503 additional housing units will be needed. This is more than double the number of existing housing units in Shelby.

With the high cost of individually constructed single family units, an increase in multi-family and mobile home type dwelling units is expected. In light of the anticipated influx of ABM construction workers, the percentage of mobile home type housing units is expected to increase substantially. There will be an attendant need for areas in which mobile home parks can be developed.

Density of residential developments can be expected to range from 4.8 units per acre for single family housing to 14.5 units per acre for the larger multiple dwelling units.

Increased residential land requirements are expected to range from 180 to 220 new acres, or 4.9 acres per 100 persons and 5.9 acres per 100 persons, respectively. Total residential acreage for the year 2000 is expected to be approximately 365 acres, or 34 percent of the total developed area.

RECOMMENDED DEVELOPMENT

To evaluate the areas which would be most suitable for future residential development, the area within the city limits was divided into analysis zones as shown on the analysis zone map.

A detailed discussion of each analysis zone follows:

Analysis Zone A—Analysis zone A is a new and growing residential area. There is only one house in this zone in need of major repairs. Lots in the area are relatively large, giving an appearance of openness. An improved park is located in the neighborhood adding to the open appearance. Land for continued growth of this area is available around the high school, north of the city limits, and east of the city limits. Relocation of the watershed diversion channel broadens the area available for expansion east of the city limits. Analysis Zone A is well integrated with no uncomplimentary land uses encroaching on the residential community. Commercial development along Highway 91 is not for the most part degrading to the residential area. There are 26.8 acres of undeveloped land within this zone.

In contrast to Zone A, Zone B is generally old and static. Many lots are too narrow, 35' x 140', for attracting new developments. Crowding conditions, however, are not evident as many homes are located on more than one lot. Many structures in the area are in need of repair. Upon eight different blocks in this neighborhood over 50 percent of the structures are substandard. Overall, however, the area is not deteriorating rapidly but its stability as a residential area is threatened. Trailers have been moving into this zone, but generally they have not been detrimental to the present environment. It should be evident that with the high costs of home construction, trailers or modular homes are the only economically feasible form of adequate housing for many families. There appears to be no major obstacle to fitting these forms of housing tastefully into an area such as Zone B.

There is no improved park in this zone nor one within easy walking distance. The memorial stadium and ballpark is available for a substitute park area. The Community Civic Center is located in the area as well as one elementary school. Zones A and B share this school. Highway 91 separates many children who live west of the highway from their school, and presently no traffic control system is in operation to aid children in crossing the highway.

Within Zone B are several conflicting land uses.

These uses consist mostly of storing and repairing heavy equipment in the midst of a residential setting. This type of use is conflicting due to the creation of safety hazards and aesthetic defamation. Such industrial use is a hazard to children and adults through increased mechanical hazards, traffic contingencies, and fire danger. The sight of greasy sheds and driveways and the smell of diesel exhaust are not conducive to a healthy residential setting. Part of the conflicting land use in the area is due to the location of the Toole County shop facilities. Other conflicting uses involve the location of industrial and warehousing function on the eastern fringe of this zone including developments along east Oilfield Road in the non-corporate area. These uses result in commercial vehicles traveling through the residential area, creating safety hazards for pedestrians and autos which are not usually associated with a residential locale. The added noise, pollution of commercial traffic and location of the city dump is detrimental to the area. The above problems are caused by the absence of traffic routes other than those which cross through this residential area.

The street system south of Blaine Avenue and west of Park Drive is skewed 45 degrees in relation to the surrounding street pattern. This creates many hazardous intersections. It also accounts, in part, for the large amount of area devoted to streets in Zone B, 48.4 acres, or 45.4 percent of the developed land. This large street acreage is also caused by the relatively small city blocks in the area, only 300' long in many cases. This street acreage is well above the amount deemed desirable.

There is adequate land for further developments in this area with 38.7 acres of available vacant land. This acreage is mostly along the eastern edge of the neighborhood. Utility hookups are readily available. No major problems are foreseen in developing the vacant land in Zone A or B and the land east of this area outside the city limits.

Analysis Zone C appears as the backbone residential area of Shelby. This is a neighborhood of middle age structures with moderate to low priced homes in generally good condition. Population data indicates that this area houses nearly one-third of Shelby's population. There are few non-conforming uses within this neighborhood. For the most part, the area is a well integrated neighborhood of single family dwelling units. Lots are narrow, 35' of frontage, so many structures occupy two lots. Some houses, grouped near Ninth Avenue and First Street, occupy only one lot giving a crowded look. Newer homes are present in the northern part of this zone. Some trailers have moved into the area south of First Street South. The southern part of the zone has suffered some deterioration caused by the strip development along Highway 2 and the influx of trailers. No attempt has been made to shield the residential area from the commercial developments along Highway 2. The streets that intersect Highway 2 and the accompanying alleys serving commercial establishments along Highway 2 create condi-

tions where commercial uses are mixed with residential units. Without deliberate attempts to separate highway use and residential use, further deterioration of the neighborhood along Highway 2 seems certain. An elementary school and the Shelby Junior High School are located on the eastern edge of this zone bordering the central business district. The increased traffic and mechanical safety hazards involved with increased commercial invasion of Zone C should be recognized as important factors contributing to neighborhood deterioration. Increased community awareness and enforcement of zoning ordinances can go far in slowing down or stopping deterioration in this and other zones.

Zone C has only one developed park and this is located near the western edge of the city limits. The new indoor swimming pool is located here. The junior high and elementary schools serve as playgrounds for the children near them. In light of the limited amount of developed park land, full utilization of the school facilities should be encouraged.

Zone C is a mature area and except as mentioned earlier, it is relatively stable. Room for development is available in the areas along the western fringe of the city limits, in the northern part of the zone near the cemetery, and in the southern part behind the commercial strip of Highway 2. Much of the land along the western city limits has been designated for park development. Room for extensive developments is absent. Most available land is adequate only for single family dwelling units or other residential units. The western and northern areas possess attractive qualities for residential living. The area is close to the swimming pool and park and many lots have an excellent view of the city and the surrounding area. The southern area, as mentioned earlier, is deteriorating as a residential area, but is readily salvageable if steps are undertaken to do so. This southern area is close to transportation facilities and commercial establishments and is a desirable location for mobile home park developments. All areas in this zone are served by the present utility system. There are 26.6 acres of undeveloped land in this zone.

The area known as Shelby Heights is designated as Zone D. This neighborhood is developed on the flat knoll within the southern quarter of the city. The neighborhood is residential in nature with just a couple of small commercial buildings, both in deteriorating condition, and a single storehouse. Generally, the structures in this area are badly deteriorated. Vacant dilapidated structures and junk cars are visible in several locations. The streets are unpaved or in need of repair. The blocks in this zone are extremely small, averaging approximately 270' in length. This results in a large amount of land being used for streets, 54 percent of the developed land area is devoted to street right-of-way, an extremely large amount for a residential area. With so much land in streets, less land is left on which special improvement taxes can be based. Many of the streets which run east and west could be eliminated with little interference to adjacent property. The soils, Kevin clay loams, on this flat are the best

soils in the region for building purposes. Utility hook-ups are available for new developments. Water pressure is a small problem due to the small differential in elevation between this area and the storage reservoir. Sewer facilities appear adequate. Lincoln Park serves the area as a landscaped public area. Trailers have been moving into the area, much of the land in this zone is vacant with, as mentioned earlier, accumulations of debris on many lots. There are 26.2 acres of vacant land in this zone.

Analysis Zone E—This zone includes the relatively new residential development, O'Haire Heights. Zone E is a well designed residential unit in very good structural condition. Not all lots are served by an alley, but no apparent problems have developed and there appears little need to create alleys where none presently exist.

There is a large amount of undeveloped land south of O'Haire Heights which extends up onto the flat adjacent to Shelby Heights. Zone E has begun to expand onto this flat and is beginning to merge into Zone D. This expansionary trend should be used as an impetus to help rehabilitate Zone D. Due to the moderate distances to major travel routes and a lack of major arterial streets, this area is not well suited for transient labor housing or trailer park development. The present street system is oriented toward the low demands of a low density residential area. Present street access to Shelby Heights and O'Haire Heights consists of a grid system layout. A grid system street layout is in complete contradiction to the topography, and limits the possibility of expanding the street system to meet future needs. No problem presently exists with transportation access into this area, but future street construction must consider the topography and fit into the natural land form if it is to be an asset to the community. Roosevelt and Cleveland Parks are available for improvement and will provide Zones D and E with needed areas for recreation and open space. Overall, Zones D and E offer the potential for being the most quiet and pleasing neighborhoods in Shelby. The renovation of Zone D and the maintenance of a residential environment are necessary to utilize such a potential. Zone E has 95.0 acres of vacant land.

Analysis Zone F — Just to the east of O'Haire Heights is Zone F. This zone is rather small, bounded on the north by Highway 2, on the east by railroad tracks and on the south by fairly steep hills. Land use consists mostly of moderately old single family residences in the moderate to low price range. Lot sizes are small with the density of houses in this area being the greatest in the city. Although there are several houses in need of repair, most structures are in good condition. The worst deteriorated houses in the city that are still occupied, are located here. This zone has been affected by the commercial development of the main business district and is presently acting as a buffer zone between the more expensive homes of O'Haire Estates and commercial developments. Although a large amount of non-conforming use has occurred, it is felt

that this zone is still relatively suitable for some residential uses.

Commercial development that has occurred in this zone has been in the form of businesses which link the main business district with the industrial developments southeast of the city limits.

This zone has good access to streets and highways and presents a logical location for transient or temporary labor housing. There is, however, a limited amount of vacant land and trailers have not appeared in the area. Some vacant land exists south of the city limits. This land quickly slopes up to join the flat on which Zone D is located. There is a potential for developing view lots on these hills and additional lots at their base. Extension of utility facilities into this vacant area seems feasible with no major problems foreseen.

There is no park within the boundary of this zone, but park facilities are available. The park beside City Hall is accessible to persons in Zone F. Cleveland Park, as yet to be developed, will also be accessible to persons in this area. The location of the City Shops at the corner of Fourth Street and Plum Street detracts significantly from the residential environment. There are 17.4 acres of vacant land in this zone.

Analyses Zone G is located in the center of the city and includes areas on both sides of the tracks. North of the tracks there is no real residential area. There are several residential units located here but they are wedged between commercial units. South of the tracks Zone G is an intermixture of residences, public buildings, semi-public services, commercial units, and industrial activities. Within Zone G is contained all of Commercial Zone 2 and part of Commercial Zone 3. Together, these commercial zones include almost all of the area within Zone G. Thus, much of the land use within this zone is commercial in nature.

The alley between Main Street and First Street South acts as a divider between the homogeneous main shopping area of the Central Business District and the intermixture of uses that comprise most of Zone G. Uses such as motels, public buildings, and administrative offices have steadily invaded the residential area south of Main Street. This invasion has created conditions such that an integrated neighborhood of single family homes no longer exists. The non-residential uses that have developed are attractive and a compliment to the community. However, the existence of such non-residential uses results in increased traffic and noise which are undesirable conditions for maintaining a home and raising a family.

The delineation of this zone was based on the observation that even though residential use is occurring in this area, its primary use is commercial. It is anticipated that single family residences will be replaced by public and commercial uses, as has occurred in the past. This area is located near the centroid of the city and is the natural location for commercial enterprises and public services.

Zone G is presently acting as a transition zone between the main business district and the stable resi-

dential areas around it. The boundaries of Zone G are well set by the schools to the west and the steeper topography to the south. To the east is Zone F which, with no natural boundary with the C.B.D., has felt the effects of commercialization. This was dealt with earlier. Likewise, to the north is Zone B which, due again to the absence of a natural or a created boundary to limit commercial growth, is feeling the effects of commercialization.

Although the residential environment of Zone G has been deteriorating, the residential structures that remain are in relatively good condition. They are generally of moderate value. Topography will probably limit commercial development south of Second Street. The lots between Second and Third Streets South are a buffer between O'Haire Heights and the C.B.D. and will probably remain so in the future. Special attention will have to be given to reduce the deterioration in these blocks.

Little vacant land is available for development in Zone G. If commercial development occurs in this area, it will require the land already occupied by residences. Many cities the size of Shelby have found it advantageous to intensify use in the C.B.D., in order to concentrate business and community services. If plans are made to concentrate business in the C.B.D., allowances for the relocation of the present residences must be included. There are 5.2 acres of vacant land in Zone G.

Analysis Zone H, the final analysis zone, is shown as Zone H. This area consists of a small amount of land adjacent to Highway 2 on the extreme west edge of the city. The importance of this area is related to its location, the land adjacent to it, and its present land use. Presently land use consists mostly of a motel, a construction equipment shop, and trailers. This area has excellent access to the interstate and appears to be prime land for transient mobile home park development. Zone H is presently served with water and sewer facilities and the structures are mostly in good condition. Park facilities are located nearby as is the new indoor swimming pool. Vacant land is available for increased development in the neighborhood as well as a

substantial land area west of the city limits. This vacant land appears as a prime site for new development, especially types dependent on highway traffic.

Some commercial enterprises have settled in this zone already. These appear to be spillover businesses from the commercial strip along Highway 2. This commercial development and that along Highway 2 is detracting from the residential use that exists here. Zone H has possibilities for either commercial use or residential. Without proper planning both uses will probably occur—to the detriment of the community as a whole. Zone H contains 6.1 acres of vacant land.

The eight zones described above comprise all land located within the corporate area of Shelby. The last three areas, F, G, and H, are greatly affected by the commercial establishments within them or adjacent to them. These three zones are therefore unstable and their future will be determined by planning or the lack of it. The other five zones will probably continue to be residential in nature in the years to come. This is not to say that these five areas have no problems nor that they will not be affected by future changes. But, Zones F, G, and H possess the highest need for planning, as seen from the present inventory.

The foregoing analysis shows that there are many vacant parcels of land scattered throughout the existing residential areas in Shelby. Many of these parcels have not been developed due to the deteriorating condition of adjacent properties. A general policy should be adopted to encourage the development of this land by a code enforcement program which would act to clean up many of the dilapidated structures scattered throughout Shelby and by limiting utility extensions into new areas if sufficient land is available within the existing utility service areas. There are 232.7 acres within the city limits which would be suitable for residential development. Thus, there is sufficient land within the city to meet the needs for residential land to the year 2000. It would not be realistic to plan for the entire projected residential growth to take place within the existing city limits. The lack of large, single ownership land parcels will force large subdivisions to locate in areas adjacent to the city limits.



CHAPTER IX

TRANSPORTATION



CHAPTER IX

TRANSPORTATION

This section of the Plan covers the modes and routes upon which people and goods move within the Study Area.

COMMERCIAL TRANSPORTATION

Nineteen commercial carriers are licensed by the Montana Railroad Commission to provide transport service within Toole County.

Five of these firms haul primarily household goods. Two deal primarily in agricultural products. One hauls building materials. One license is for a taxi service. Six haul oil field equipment. Two specialize in moving mobile homes and the remaining two haul general merchandise.

Other modes of commercial transport serving Shelby are the Burlington-Northern Railway providing passenger and freight service across the Ili-Line, and Intermountain Bus Line providing transport for passengers and goods from Phoenix, Ariz., to Edmonton, Alberta.

MAJOR STREETS AND HIGHWAYS

Major streets and highways within the jurisdictional area are:

1. U. S. Highway 2—a major East-West route extending from Minneapolis to Seattle. Within Shelby this route is coincident with Main Street.
2. U. S. Highway 91—a North-South route extending from Salt Lake City to the Canadian Border. Following completion of Interstate 15 sections of this route will be coincident with I-15. Within the Shelby urban area this route is coincident with Oilfield Avenue.
3. Interstate 15—Sections of this route are presently under construction. Completion of the section from Great Falls to the Canadian Border is scheduled for completion by 1976. When completed this route will provide a controlled access highway extending from Los Angeles to the Canadian Border.
4. FAS 417—Although this route lies about 4 miles East of the jurisdictional area boundary, it is mentioned here because of its potential impact on the Shelby area. The paving of this route would increase Shelby's participation in the ABM impact. This route extends South from Highway 2 for a distance of 16.2 miles and provides a major northern access route to the ABM site.
5. Area Street System—The land devoted to the street system has one function—to provide traffic ways that have a minimum conflict with adjacent land use and which will provide sufficient capacity to handle present and future traffic flows. Shelby has a large amount of land committed to the existing street system. The major street plan sets forth proposals to remove some of the land from street use and to make it available for other development.

Functional Classification

The Shelby street and highway system can be separated into four basic functional classifications:

Freeway—this is the highest type facility in the hierarchy of the highway system. The function of the freeway is to provide rapid movement of large volumes of traffic between major population centers. It has no function other than to provide unimpeded traffic flow. Freeways have full control of access with no access to abutting property. Access and egress are provided at specified points in the form of grade separated interchanges. Interstate 15 functions as a freeway.

Arterial—The arterial component of the street and highway system provides traffic movement between communities, areas in a community and major traffic generators. Arterials also serve as a link between the long-haul freeways and the land service street pattern. Since the prime function of the arterial is traffic movement, regulation of parking, access control, restriction of turning movements, and automatic control, devices are sometimes required. U. S. Highway 2 and Oilfield Avenue are examples of arterials in the Shelby area.

Collectors—This classification category forms the transition from the minimum access of the arterial system to the complete access of the local street system. The collector provides occasional access points into abutting property, but its main purpose is to link the local access street with the arterial street system. Examples of collector streets in Shelby are Twelfth Avenue and Blaine Avenue.

Local Access Street—The primary function of this facility is to provide direct access to abutting property. It is undesirable to have through traffic moving on these routes. All streets not shown as arterials or collectors are considered to be local access streets.

MAJOR STREET SYSTEM

The streets within the Shelby Planning Area have been classified according to their desirable function. The Major Street System map shows the existing system and recommended improvements. Also shown on the map are existing and projected 1990 traffic volumes at critical sections. The existing volumes were projected from 1969 average daily traffic counts taken by the Montana State Highway Commission. The 1990 traffic projections were made as part of the 1970-1990 Highway Functional Classification and Needs Study.

TRAFFIC VOLUMES

The freeway component of the major street and highway system consists of Interstate 15. The section of I-15 from the Canadian Border to Great Falls is scheduled for completion by 1975. Estimated 1971 traffic volumes range from 660 vpd south of the south Shelby interchange to 1,440 vpd between the north and south Shelby interchanges. Estimated 1990 traffic vol-

umes at these same locations are 1,360 vpd and 3,020 vpd, respectively.

The arterial system is made up of U. S. Highway 2 which is coincident with Front Street within the city limits, Main Street, and U. S. Highway 91 which coincides with Oilfield Avenue within the city limits.

The maximum 1971 traffic volume on U. S. Highway 2 is 5,281 vehicles per day just west of the U. S. Highway 91 overpass. This section carries the highest volume of traffic in the Planning Area. The estimated 1990 average daily traffic volume for this same section is 11,500 vpd.^o

Traffic counts on the collector component of the major street and highway system are not available. From observation it is estimated that the highest volume on the collector system occurs on Galena Street and Teton Street. These volumes appear to be less than 1,000 vpd.

Traffic volumes on the local street system have not been measured. If any link on this system is carrying traffic volumes in excess of 1,000 vpd, the street system is not functioning properly and congestion on one of the higher functional streets is causing traffic to divert through a residential neighborhood. The situation can be corrected by upgrading the collector street to alleviate the congestion.

STREET CAPACITIES

The adequacy of the present street and highway system to carry existing and projected traffic volumes can be measured by comparing the calculated capacity of the street to the volume of traffic it will be expected to handle. Street capacity is determined by the physical characteristics of the street. Width, cross-section design, intersection design, and intersection spacing are the most important and permanent factors. Operational characteristics can also alter the street capacity. These include such variables as signal timing, turning movements, percentage of trucks, parking, pedestrian volumes and adjacent land uses. These factors may vary with time causing the street capacity to vary over a 24-hour or weekly period. Since all of the factors which affect capacity cannot be estimated for the future, an approximate capacity is used to evaluate the major street system. For planning purposes, street capacities are expressed in 24-hour terms.

Table 58 shows the estimated capacities for each of the functional classification categories.

^ovehicles per day

Table 58: Street Capacity

Facility	Capacity (vehicles/day)
Urban Freeway (4 lane).....	50,000-67,000
Arterial (4 lane, no parking).....	12,800-16,500
Arterial (4 lane, curb parking).....	10,100-13,100
Arterial (2 lane, curb parking).....	8,000-10,000
Collector (2 lane, curb parking)....	4,000- 5,000
Source: 1965 Highway Capacity Manual.	

RECOMMENDED IMPROVEMENTS

Comparing existing and projected volumes on the major street and highway system to the capacities in Table 58 shows that Main Street is the only link in the system where the projected 1990 volume exceeds the estimated capacity. At the most critical section it is estimated that 1990 traffic will exceed the capacity by 1,300 vpd or about 12 percent. The additional capacity required can be attained by improving the operational characteristics of the facility by removing the parking for a distance back from the signalized intersection at Fifth Avenue and Main Street. The signal at this intersection has recently been upgraded by the Montana State Highway Department. Front Street, which provides a bypass of the downtown area, has an adequate cross-section to handle future traffic volumes. The structural condition of this street is poor, with massive breakup occurring during the spring thaw. The drainage on this street is inadequate contributing to infiltration of moisture into the base and the subsequent frost heave and breakup of the paved surface. Improvement of Front Street will also help to relieve congestion on Main Street by diverting a larger amount of through traffic from the downtown area. The following sketches illustrate how landscaping can be used to buffer the railroad right-of-way.

Oilfield Avenue has sufficient capacity to meet future traffic needs for the Planning Area. Recommended improvements to this route are aimed at making it an attractive approach and exit from the city. The following sketches illustrate concepts for improving the appearance of the Oilfield Avenue overpass.

The Major Street System map shows sections within the major street system that will require new construction or reconstruction within the planning period. All recommended improvements are on the collector system except for the reconstruction of Front Street between Second Avenue and Fifth Avenue.

Reconstruction of Twelfth Street South, Fifth Street South and Ninth Street South will provide a collector loop when connected to Plum Street by a proposed new collector to be constructed from Shelby Heights north. The exact location of this section will require additional study due to the difficult terrain.

A newly constructed section is recommended to complete a collector loop serving the extreme northeast sector of the city limits by extending N. Granite Street to the north one block and extending Sixth Street North to the east one block from Oilfield Avenue.

A collector loop to serve new residential development in the area east of the present city limits and north of the Burlington-Northern tracks is proposed. This loop begins with the recommended reconstruction of Blaine Avenue from East Park Drive to the city limits with new construction along the eastern extension of Blaine Avenue to the junction of Sections 22, 23, 26 and 27. The proposed new route then extends south along the east section line of Section 26, crossing the BNRR tracks and intersecting U. S. Highway 2.

CENTRAL BUSINESS DISTRICT PARKING

In order for the Shelby Central Business District (CBD) to remain a healthy and active retail center in the community, an adequate supply of convenient parking must be provided for the shopper and other persons working and transacting business in the downtown area. Failure to provide parking will result in the scattering of normal downtown business operations to areas where there is available land for parking. This will result in a drop in the city tax base as downtown properties drop in value.

The importance of downtown parking is emphasized by the fact that a parking space located in a healthy downtown area can generate up to \$10,000 per year in retail sales. From this fact it can be seen that the provision of only a few parking spaces in a critical area can determine the success or failure of a downtown business.

PARKING SUPPLY

An analysis of the adequacy of the existing parking supply to meet present and future parking needs was carried out for the Central Business District. The parking study area is bounded on the north by Front Street, on the south by First Street South, on the east by Second Avenue, and on the west by Fifth Avenue.

An inventory of all parking spaces available within this area was made. It was determined that there was a total of 356 curb parking spaces in the parking study area. None of the curb parking spaces are presently metered.

An inventory of offstreet parking spaces showed an estimated 276 parking spaces. This figure is not exact due to the many unmarked, informal parking areas in which the number of parking spaces is determined by the parking pattern established by the first car entering the parking area. Fifty-nine of the offstreet spaces are controlled by parking meters charging a 5¢ per hour parking fee.

The total parking supply available to the CBD is 632 spaces.

PARKING DEMAND

Comprehensive parking studies in other cities have shown that it is possible to correlate the amount of commercial floor space in a downtown area with the amount of parking space required to meet the parking demand. A commonly used standard is that for each gross square foot of commercial floor area there should be provided one square foot of parking area. The parking demand for the Shelby CBD can be estimated in this manner.

The commercial floor space inventory showed there to be 219,864 square feet of commercial floor space in the CBD. This would convert to a parking space requirement of approximately 732 spaces. Comparing parking supply to estimated demand results in an existing deficiency of 100 parking spaces.

The commercial land use forecast estimates that by the year 2000 there will be a need for 177,000 square feet of new commercial floor area. The plan encourages this new development to locate in the CBD. Sixty-three percent of the total commercial floor area in the Planning Area is now located in the parking study area. Assuming that this same proportion of commercial floor area will exist in 2000 would add approximately 111,000 square feet to the CBD. This would require an additional 370 parking spaces.

Combining the existing and future estimated parking deficiency results in a deficiency of 470 spaces by the year 2000. Table 59 shows additional parking space requirements in 5-year increments to the year 2000.

PARKING USAGE

Some insight into the characteristics of parkers in downtown Shelby was gained by observing the parking during a liquidation sale which generated an abnormal number of parkers in the downtown area. Dur-

Table 59: Projected Parking Requirements

Year	Additional Parking Spaces Required
1975	162
1980	224
1985	286
1990	348
1995	410
2000	470

ing this period it was found that all curb parking spaces on Main Street between Second Avenue and Fifth Avenue were filled and all parking spaces in the municipal parking lot on the southwest corner of Second Avenue and Main Street were filled. The municipal parking lot located just east of Third Avenue on First Street south had only seven of its 28 available spaces occupied.

The fact that the parking spaces on Main Street remained full over a long period of time indicates that many of these parkers may be employees of the downtown business establishments. The average parking time for shoppers is about 30 minutes. Thus, in shopper parking areas a high turnover should be observed.

Based on the field survey the following observations were made:

1. There appears to be a number of long term parkers occupying premium spaces that should be reserved for shopper parking.
2. Due to the linearity of the CBD the line of sight from parking area to destination is limited. This causes shoppers to seek parking spaces directly in front of their destination.
3. Lack of pedestrian access from parking areas along the alleys to the rear of the Main Street businesses discourages the use of these areas by parkers.

4. The rutted and muddy condition of some parking areas as well as the general appearance along the alleys is detrimental to the use of many of the parking areas.
5. There is a lack of guide signing to assist parkers in finding the public parking areas.

RECOMMENDATIONS

The foregoing inventory and analysis reveal a growing shortage of parking in the downtown area. The following recommendations should be implemented to meet present and future parking needs:

1. Establishment of a parking authority by the City Council. The function of this authority will be to administer all city-owned parking facilities.
2. Formation of a parking special improvement district by the downtown merchants for the purpose of acquiring property and developing additional public parking.
3. Through downtown parking special improvement districts, vacant property and property with substandard structures should be acquired in the area bounded on the south by First Street South, on the east by Second Avenue, on the west by Third Avenue, and on the north by the alley running between Main Street and First Street North. These areas could be leased or purchased and developed into public parking limited to 2 hours.
4. Improve pedestrian access by providing rear entrances to businesses fronting on Main Street. Install signs so businesses can be identified from the rear.
5. Pave the alleys paralleling Main Street and purchase uniform garbage containers that will prevent the scattering of litter along the alleys.
6. Use uniform public parking signs to guide parkers to the area behind Main Street businesses.
7. Enforce the 2-hour time limit in the lots to the rear of Main Street business and on curb parking on Main Street between Second Avenue and Third Avenue. Continue 10-hour meters in municipal lot on southeast sector of Third Avenue and First Street South.
8. Provide additional long-term parking spaces for employee parking around fringe of the CBD.
9. Improve Front Street to encourage through traffic to bypass Main Street.

SHELBY AIRPORT

Although the Shelby Airport is located outside the Planning Area boundaries, it is of major importance to the future growth of Shelby and is presently an important factor in the growing travel demands of the ABM construction. For these reasons, a brief analysis of the existing airport, its deficiencies and recommended improvements has been included in the Plan.

Existing Conditions

The airport is located approximately two miles north of the city. It has 14 based aircraft. It has two runways, Runway 05/23 which is 75 feet wide by 3,700 feet long and is paved with cold mix bituminous materials over a crushed base course; and Runway 11/29 which is a nonstabilized turf landing strip, 300 feet wide by 3,100 feet long. The airport is uncontrolled, but radio contact may be made on Unicom frequency of 122.8 Mghz. Runway 05/23 has medium intensity lighting that was installed in 1948. There is a bituminous cold-mix paved taxiway connecting the near center and east end of Runway 05/23 to two small general aviation aprons at a hangar and an administration building.

The two runways are oriented to conform to a wind rose which was developed for the Cut Bank Airport, some 23 miles to the east. Continuous wind data has not been gathered at the site since its construction, but periodic readings have been taken and recorded at the administration building.

The main runway, Runway 05/23, has developed many temperature cracks, i.e., cracks resulting from contraction-expansion of the bituminous pavement due to extreme temperature changes. These cracks are large and have allowed surface water to pass through the pavement into the underlying base course and subgrade. Consequently, with extreme cold winters much frost heave has taken place, thereby aggravating the cracking situation and causing an undulating surface in the grade of the pavement surface. Two years ago the pavement was given an application of slurry seal, but the temperature cracks have reflected through.

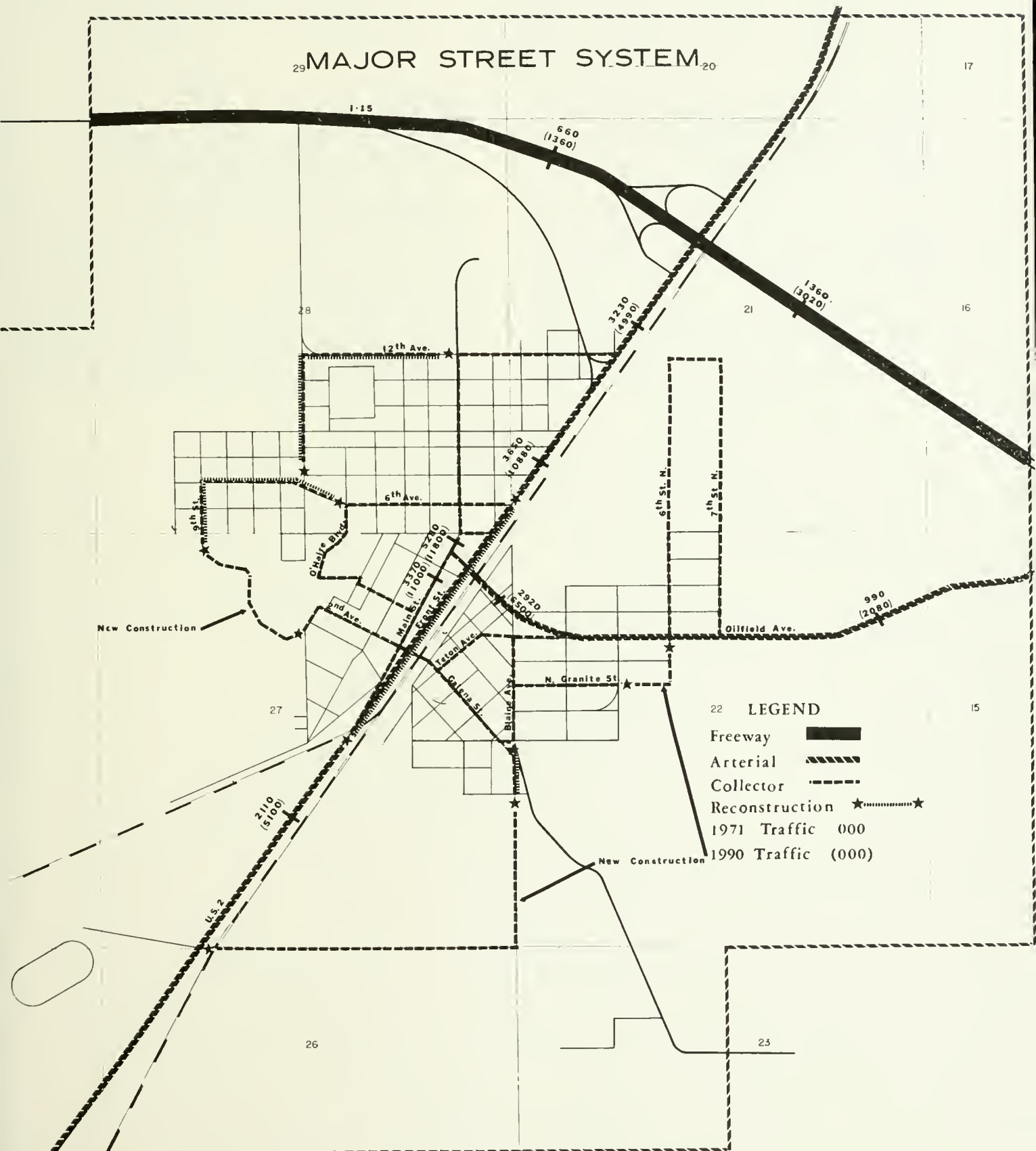
The taxiway and aprons have also cracked badly, resulting in frost heave and base failure.

Lighting for Runway 05/23 was installed in 1948, which makes its condition and beneficial use a matter of speculation.

The turf runway, Runway 11/29, has become quite rough and potentially dangerous for the operation of aircraft. Drainage is poor.

In accordance with the National Airport System's Plan now in effect, the main runway should be extended to a length commensurate with the requirements for a Basic Utility, Phase II, class of airport. With regard to extending the runway, all obstructions which project into the operating area directly above and adjacent to the airport should be checked for a possible encroachment above the imaginary surfaces as defined by Federal Aviation Regulations, Part 77. Land and

MAJOR STREET SYSTEM²⁰



LEGEND

- Freeway
- Arterial
- Collector
- Reconstruction
- 1971 Traffic 000
- 1990 Traffic (000)

easements will have to be acquired as necessary for the extension and clear zone requirements.

Recommendations

It is recommended that the following actions and improvements be made:

1. That the Airport Layout Plan be updated in accordance with FAA Advisory Circular AC150/3310-2.

2. That the Airport be included in a regional airport study for the impact area of the ABM project.

3. Wind data that has been gathered at the site be studied in conjunction with other local information and a resulting wind pattern established. If there is a variance from the wind rose now in use or if the information does not firmly establish a pattern, it would be desirable to collect more wind data at the site. FAA standards recommend that when wind data for a specific location is not available, that data from two or more of the nearest recording stations should be examined. This could then be done. The best plan, however, is to install wind data recording equipment as

soon as possible—a new one. FAA standards recommend that where only one year of wind data is available and local judgment is the basis on which orientation is determined, only one runway should be constructed until at least three years of observational data can be obtained.

4. The existing paved runway (Runway 05/23), taxiway and aprons should be strengthened by rebuilding or some other approved means of construction.

5. The existing lighting system, being quite old, should be inspected, tested and checked out for deterioration. If it proves to be in bad shape, it should be replaced with a new and updated system.

6. Obtain land and/or easements for the extension of Runway 05/23 and have obstructions as defined in Federal Aviation Regulations, Part 77, be removed or lowered.

7. Construct an extension of Runway 05/23 to a length of 4,600 feet, which will conform to a classification of Basic Utility, Phase II, airport.

8. Pave the cross runway (Runway 11/29).



CHAPTER X

COMPREHENSIVE PLAN



CHAPTER X

THE COMPREHENSIVE PLAN

The Comprehensive Plan is designed to minimize land use conflicts and to gain maximum utilization from the existing streets, utilities and community facilities.

LAND USE OBSERVATIONS

Based on the foregoing studies and analysis the following observations are made:

1. The area south of the city known as Shelby Heights has a high potential for future residential development.
2. Future housing developments should be coordinated with sewer and water extensions and should be located where efficient, low cost utility service can be provided. The City should control future development by limiting sewer and water extension to areas recommended by the Plan.
3. The area west of the City and north of the BNRR tracks would require a sewage lift station to pump into the existing sewer system. The high water table makes separate sewage systems infeasible. Structural foundation conditions in this area may require special construction methods.
4. The continuation of commercial strip developments along major arterials will increase traffic congestion and dilute the economic position of the Central Business District (CBD).
5. There is an existing parking shortage of 100 spaces in the CBD. This deficiency should be corrected as soon as possible. New parking must have good pedestrian access to Main Street.
6. There is an oversupply of commercially zoned land in the planning area.
7. The approaches to the City need to be made more attractive.
8. Industrial areas are generally clustered along the BNRR tracks adjacent to Front Street or are located east of the City. However, some industrial uses are located in residential areas causing deterioration of adjacent properties and a loss of confidence in property investment and neighborhood pride.
9. An immediate need exists for a new City Hall and a city-county jail complex.
10. Both the city and county shops are poorly located and are detrimental to the neighborhoods in which they are located.
11. The area just north of the BNRR tracks is blighted and in need of renewal and rehabilitation.
12. Shelby Heights has a high percentage of sub-

standard residences. Abandoned autos on numerous vacant lots detract from the residential character of the area. At the same time this area has many lots that could be developed into attractive, residential, view property.

13. The street system in Shelby consumes a high percentage of developed land. Future street development should follow modern design criteria and should be designed to fit the topography. Land access streets need not be designed to the same standards as arterial streets.

LAND USE PLAN

The Comprehensive Plan shows general land use areas allocated for each land use category based upon the analyses in the preceding sections of this report. A more detailed land use development plan is shown as the Shelby Development Model.

Residential

Residential land use in the jurisdictional area has been divided into three major categories: single family residential, multi-family residential and mobile home parks. Single family residential areas have been planned by two classifications: low density and medium density.

Low density residential development is planned for generally undeveloped areas located either on the fringes of existing developed areas or in areas where higher density development is limited by terrain or soil characteristics. Low density development is planned around the higher density, core development to allow extension of the existing utility and street systems. At some of the extremities of the existing sewer and water system a high density development could not be supported without causing overloads.

Medium density residential development is planned for areas having adequate service facilities and site characteristics to support a higher density development. The large area east of the city limits and north of the BNRR tracks has a good medium density development potential because of its accessibility to existing utility systems.

Analysis Zones B and C are older areas which have served as the primary residential sections of Shelby. These areas should be protected from deterioration through code enforcement.

Multi-family residential areas have been located in areas convenient to the services required by the residents of this type of housing. Multi-family residential provides low cost housing for young, retired or small families. These areas also serve as transition zones between commercial areas and the lower density residential areas. Because the residents of these areas usually have fewer automobiles at their disposal, these areas have been located adjacent to commercial areas, the hospital, nursing home and schools.

Mobile home parks have been allocated to areas where there is adequate traffic access. During the ABM impact period, mobile homes will provide a large portion of the temporary housing. Following the impact it is anticipated that the design of mobile homes will become more compatible with conventional building designs and the resultant modular home will be more easily integrated into existing neighborhoods.

The development and rehabilitation of residential areas to form homogenous neighborhoods is a prime objective of the Comprehensive Plan. The scattering of residential areas should be avoided, vacant land adjacent to developed areas should be used before utilities are extended into new areas.

Commercial

Commercial areas shown on the Development Model have been designated based upon projected floor space requirements.

Commercial activities in the CBD should be limited to those not requiring large areas of land. Primary retail establishments, offices and service uses associated with shopping areas should be encouraged to locate in the existing CBD. The Comprehensive Plan calls expansion of the CBD to areas north and south of Main Street, broadening the existing shopping district while not increasing walking distances. Existing Main Street businesses should provide rear access to improved parking areas.

Commercial activity along Oilfield Avenue should be highway oriented. Recent development of commercial recreation activities along this route would be compatible with motel, service stations and convenience retail activities. This strip development should be limited to the area within the city limits.

The area along U. S. Highway 2 east of Second Avenue lends itself to commercial developments such as new and used cars and implement sales and assembly services. These uses can be used as buffers to the industrial areas along the BNRR tracks.

Commercial uses along U. S. Highway 2 west of the city should be oriented to the person visiting Shelby. In keeping with this the businesses in this area should be attractively designed to provide an inviting entrance to the city. Uses along this route should include restaurants, gasoline stations, motels and convenience retail.

The area along Teton Avenue is designated for commercial development. The existing businesses in this area are badly deteriorated and would qualify as an Urban Renewal Project. Through Urban Renewal the entire area could be developed as a unified project.

Industrial

Industrial land use has been planned for three areas. The first area is north of Front Street along the BNRR tracks. The continued use of this area for warehousing activities is recommended.

A second industrial use area is located just west

of the interchange of U. S. Highway 2 and Interstate 15. This site will provide for the continuation of the existing land use with room for expansion. Expanded industrial uses in this area should be discouraged because of utility limitations of the area.

The area east of the city between U. S. Highway 2 and the BNRR tracks is planned for a major industrial development site. New industrial activities should be located in this area and the relocation of existing industrial uses to this area should be encouraged.

Public and Semi-Public

The public and semi-public land use plan is based on the needs outlined in the Community Facilities Chapter of this report.

The Plan recommends the acquisition of a site and the construction of a city-county complex. It is recommended that this governmental complex include a city-county jail, a cooperative law enforcement facility, a fire station, a central communications facility and city administrative offices. The plan recommends a location for the complex on Block 44 of the Original School Addition between Sixth and Seventh Avenues. This location provides good access to the entire city and will be in a location where the maximum number of people entering Shelby can see it. Such a complex will project a progressive image for the entire city.

It is recommended that the existing City Hall be renovated to house a museum. The fire station and county jail sites could be sold as commercial property or converted to parking areas.

Expansion of the County Hospital to meet future demands is recommended and discussed in detail in the Community Facilities chapter. The development of a retirement and extended care facility in the vicinity of the hospital is recommended. The Plan recommends that the two blocks adjacent to the existing hospital site, between Court Street and First Avenue, be designated for future hospital expansion and condominium or retirement home development. This area is ideally suited for senior citizen residential with good access to the downtown, hospital, museum and park.

The Plan recommends relocation of the city and county shops to the proposed industrial area east of the City or to the County Fairgrounds. The location of public shops should be in an area of similar uses and not within residential areas.

Parks

Parks have been dealt with in the Community Facilities Chapter. Conceptual sketch plans showing beautification schemes for improving the appearance of the U. S. Highway 91 overpass and the screening of the BNRR tracks along Front Street have been developed. These are shown in Chapter IX of this report. The development of open space or play areas on irregular parcels where other land uses are impractical is recommended. The land use model shows possible open space development areas. As the area east of the City

and north of the BNRR tracks is developed, a centrally located neighborhood park should be included as part of the overall development plan.

Streets

Street extensions and improvements as well as future parking facilities are discussed in detail in Chapter IX.

Open Space

Some portions of the planning area are best left undeveloped. Some areas are unfit for development because of soil conditions, extreme slopes or high water tables. Other areas offer greater benefits to the community in their natural state than could be gained by developing the land. Planning allows a community to recognize these areas and to designate them as open space.

Several areas in Shelby have been planned as open space. The area just west of the new city swimming pool is a coulee generally unfit for development because of excessive slopes. As this area levels out near U. S. Highway 2 the drainage is poor. Just north of this area across the BNRR tracks is another area that has a high water table. Access to this area is limited by the railroad tracks. The land is slightly depressed so that sewage would have to be pumped into the existing system. Because of these conditions no developments are planned for either of these two areas.

The area north of the City has only a few scattered developments. Sheloole Park provides an attractive recreation area that enhances this entrance to the City. It is recommended that commercial development along U. S. Highway 91 be contained within the city limits, leaving the area to the north in its natural state.

PLAN IMPLEMENTATION

The Comprehensive Plan deals with present and future problems relating to the transportation system, land development and redevelopment, utilities, schools, public buildings, and services, and the park system. By balancing, interrelating, and planning the above factors, present problems and future demands are dealt with and a desirable physical environment designed. Upon adoption by the community, the Comprehensive Plan becomes a statement of developmental policy and a guide for future land use and development. The Plan, however, is only as effective as its implementation. Implementation of the Plan results from cooperation and coordination among private and public sectors to create a more desirable and healthy community. The following discussed methods are structured means for implementing the Plan. Simple community awareness about the Plan and a desire by the people to improve the quality of their community's environment are, by far, the most effective instruments of change and should underlie all of the following implementation tools.

Planning Board

The Shelby City-County Planning Board has been charged by law to make recommendations and advise presently established boards and officials in regard to the present health and welfare of the region's citizens and to plan for future impact and developments. The preparation of this report is one step in the carrying out of the Planning Board's responsibility to deal with future conditions in the area. The Planning Board will be instrumental in advising and recommending certain actions that will be undertaken by the governing bodies in the jurisdictional area. In execution of the Planning Board's duties, a reputation for consistently giving valid and researched advice will be of considerable impact in promoting community support for Plan implementation.

Zoning

Zoning is an important legal tool in the implementation of the Comprehensive Plan and in the maintenance of sound community development. The zoning ordinance, drafted for the City of Shelby in conjunction with the present study, is based on the objectives and design of the Comprehensive Plan. It is emphasized that while the Plan is dimensioned to the year 2000, the zoning ordinance is concerned with immediate conditions and with how present development can be implemented into the Plan design. Zoning is a dynamic tool that must be updated periodically to stay abreast of changing conditions and the other Plan implementing programs.

Zoning enforcement and administration is a primary determinate form of public acceptance of Plan implementation. Zoning ordinances deal with individual property rights and while they include restrictions they guarantee the property owner protection from encroachment of deteriorating and non-compatible land uses. Zoning insures adequate air, light, privacy, and safety in the development of property, guarding community welfare while promoting private development. Impartial enforcement of zoning regulations with fair and unbiased consideration of individual hardship can be a creative force in Plan implementation. By protecting property values and maintaining confidence in private property investment, zoning can instill community and neighborhood pride.

The zoning ordinance drafted for the City provides a Zoning Board of Adjustments to deal impartially with individual hardship cases and a separate Zoning Commission to advise changes in the ordinance or Zoning Districts. In accordance with Montana statutes, the Planning Board has been designated as the Zoning Commission. Because of its responsibility to advise and make recommendations regarding community welfare and future land use developments, the Planning Board should be an integral part of the legal structure of Plan implementation.

In accordance with new state statutes Zoning Districts have been extended to cover the area one mile

outside of the city-county limits in all directions. Zoning in areas adjacent to the City allows for better control of land developments and added insurance that the present healthy growth trend will continue. With this new authority zoning and planning can work together to develop the total urban area in an integrated and consistent manner.

Subdivision Control

Subdivision control over new developments is another major element in the Comprehensive Plan implementation program. Subdivision ordinances regulate new developments by setting specific standards for building lots and streets, and for site improvements such as sewer lines, water mains, sidewalks, curbs, and gutters. The main impact of subdivision regulation is on vacant land, thus, conscientious administration of the subdivision ordinance in conformance with the Comprehensive Plan can prevent undesirable land use and substandard developments while further implementing the Plan. Such administration and intensive investigation of subdivision regulations can limit future rehabilitation and redevelopment projects.

The subdivision regulations prepared in conjunction with the Comprehensive Plan have utilized recent state statutes which permit the City to regulate subdivisions outside corporate limits. Other new statutes which enable City and County governments to require subdivisions to conform to the Comprehensive Plan are a further aid in Plan implementation.

Urban Renewal

Urban renewal involves replanning an area to create through structural rehabilitation or re-development desirable changes where the quality, type, or extent of development is obsolete, deteriorating, or incompatible with the present environment. In some cases complete rebuilding is required, in other areas only minor surgery is needed. A combination of private and

public improvements with federal aid is often the best basis for a renewal project.

An area for possible renewal study in Shelby is the area north of the Burlington-Northern tracks. As mentioned previously, this area suffered substantial deterioration and any means to upgrade the area should be considered. Possible new developments might include Amtrack and other transportation facilities, park areas, and commercial recreation uses. A General Neighborhood Renewal Plan might be utilized in rehabilitating the area. Criteria that must be considered before federal aid for redevelopment is approved include determination of blight, location of adequate and standard facilities for displaced families and businesses, and a marketability study on the land that is to be temporarily acquired by the public agency involved.

Additional Local Ordinances, Regulation, and Funding

It is recommended that a city ordinance requiring the annexation of areas receiving city services, especially water and sewer, be enacted. The ordinance, however, should be flexible enough to allow for specific exclusions of areas where annexation might be undesirable for the City. With new state regulations permitting regulation by the City of areas adjacent to it, this type of ordinance is oriented more toward returning proper revenues to the City than toward regulating fringe developments as it was in the past.

Capital Improvements Program

The capital improvement program is a long-range comprehensive fiscal plan. A listing of priorities for capital expenditures and capital improvement cost estimates are the most important elements of such a program. The capital improvements program for Shelby along with possible financing sources is detailed in a separate report.



APPENDIX

land use area tabulations by analysis zone



APPENDIX A

LAND USE ANALYSIS ZONE A

	Acreages	% of Total Neighborhood		% of Developed Land	
Residential					
Single family	19.0A	21.1%		30.1%	
Multi-family	0.2A	0.2%		0.3%	
Trailers .....	.....				
	19.2A		21.3%		30.4%
Commercial	2.8A	3.1%		4.4%	
Industrial	0.8A	0.9%		1.3%	
Motel-Hotel	0.7A	0.8%		1.2%	
Semi-Public	0.6A	0.7%		0.9%	
Public owned	8.8A	9.8%		13.9%	
Parks	12.4A	13.7%		19.0%	
	26.1A		29.0%		41.3%
Streets	17.9A	19.9%		28.3%	
Railroad .....	.....				
	17.9A		19.9%		28.3%
Total Developed	63.2A	70.2%		100.0%	
Undeveloped & Vacant.....	26.8A	29.8%			
TOTAL AREA	90.0A	100.0%			

HOUSING ANALYSIS ZONE A

Condition of Structures	Standard	% of Total Units	Substandard	% of Total Units	Dilapidated	% of Total
Single family	94	87.0%	1	1.0%	....	....
Multi-family	13°	12.0%	....	....	....	....

Dwelling Units	Number of Units	% of Total Units
Single family.....	95	88.0%
Multi-family	13°	12.0%
	108	100%

° = Number of Dwelling Units

Estimated Population 361

3.3 persons/dwelling unit

LAND USE ANALYSIS ZONE B

	Acreages	% of Total Neighborhood	% of Developed Land
Residential			
Single family	36.1A	23.3%	31.1%
Multi-family	2.1A	1.4%	1.8%
Trailers	5.6A	3.6%	4.8%
	43.8A	28.3%	37.7%
Commercial	4.1A	2.6%	3.5%
Industrial	1.4A	.9%	1.2%
Motel-Hotel	1.9A	1.2%	1.6%
Semi-Public	0.6A	0.4%	0.5%
Public owned	6.2A	4.0%	5.4%
Parks	5.5A	3.6%	4.7%
	19.7A	12.7%	16.9%
Streets	48.4A	31.2%	41.6%
Railroad	4.4A	2.8%	3.8%
	52.8A	34.0%	45.4%
Total Developed	116.3A	75.0%	100.0%
Undeveloped & Vacant.....	38.7A	25.0%	
TOTAL AREA	155.0A	100.0%	

HOUSING ANALYSIS ZONE B

Condition of Structures	Standard	% of Total Units	Substandard	% of Total Units	Dilapidated	% of Total
Single family	198	54.8%	54	15.0%	....	....
Vacant single family.....	2	0.6%	6	1.6%	....	....
Multi-family	52°	14.4%	2°	0.6%	....	....
Trailers	43	11.9%	4	1.1%	....	....

Dwelling Units	Number of Units	% of Total Units
Single family	252	69.8%
Vacant single family....	8	2.2%
Multi-family	54°	15.0%
Trailers	47	13.0%
	361	100%

° = Number of Dwelling Units

Estimated Population 866

2.4 persons/dwelling unit

LAND USE ANALYSIS ZONE C

	Acreages	% of Total Neighborhood		% of Developed Land	
Residential					
Single family	48.0A	31.0%		37.4%	
Multi-family	2.3A	1.5%		1.8%	
Trailers	0.8A	0.5%		0.6%	
	51.1A		33.0%		39.8%
Commercial	0.0	---		---	
Industrial	1.1A	0.7%		0.9%	
Motel-Hotel	5.5A	3.6%		4.3%	
Semi-Public	17.4A	11.2%		13.6%	
Public owned	2.5A	1.6%		1.9%	
Parks	6.7A	4.3%		5.2%	
	33.2A		21.4%		25.9%
Streets	44.1A	28.5%		34.3%	
Railroad	---	---		---	
	44.1A		28.5%		34.3%
Total Developed	128.4A	82.9%		100.0%	
Undeveloped & Vacant	26.6A	17.1%			
TOTAL AREA	155.0A	100.0%			

HOUSING ANALYSIS ZONE C

Condition of Structures	Standard	% of Total Units	Substandard	% of Total Units	Dilapidated	% of Total
Single family	266	81.6%	18	5.5%	---	---
Vacant single family.....	1	0.3%	---	---	1	0.3%
Multi-family	29*	8.9%	2*	0.6%	---	---
Trailer	9	2.8%	---	---	---	---

Dwelling Units	Number of Units	% of Total Units
Single family	284	87.1%
Vacant single family....	2	0.6%
Multi-family	31*	9.5%
Trailer	9	2.8%
	326	100%

* = Number of Dwelling Units
Estimated Population 914

2.8 persons/dwelling unit

LAND USE ANALYSIS ZONE D

	Acreages	% of Total Neighborhood		% of Developed Land	
Residential					
Single family	13.1A	20.2%		33.8%	
Multi-family	0.2A	0.3%		0.5%	
Trailers	2.3A	3.5%		5.9%	
	15.6A		24.0%		40.2%
Commercial	0.3A	0.5%		0.8%	
Industrial	0.2A	0.3%		0.5%	
Motel-Hotel	-----	----		----	
Semi-Public	-----	----		----	
Public owned	-----	----		----	
Parks	1.7A	2.6%		4.4%	
	2.2A		3.4%		5.7%
Streets	21.0A	32.3%		54.1%	
Railroad	-----	----		----	
	21.0A		32.3%		54.1%
Total Developed	38.8A	59.7%		100.0%	
Undeveloped & Vacant.....	26.2A	40.3%			
TOTAL AREA	65.0A	100.0%			

HOUSING ANALYSIS ZONE D

Condition of Structures	Standard	% of Total Units	Substandard	% of Total Units	Dilapidated	% of Total
Single family	41	46.1%	10	11.2%	----	----
Vacant single family.....	4	4.5%	11	12.3%	3	3.4%
Trailers	16	18.0%	4	4.5%	----	----

Dwelling Units	Number of Units	% of Total Units
Single family	51	57.3%
Vacant single family....	18	20.2%
Trailers	20	22.5%
	89	100%

Estimated Population 250
2.8 persons/dwelling unit

LAND USE ANALYSIS ZONE E

	Acreages	% of Total Neighborhood		% of Developed Land	
Residential					
Single family	10.7A	9.3%		53.5%	
Multi-family	-----	----		----	
Trailers	-----	----		----	
	10.7A	9.3%		53.5%	
Commercial	-----	----		----	
Industrial	-----	----		----	
Motel-Hotel	-----	----		----	
Semi-Public	-----	----		----	
Public owned	-----	----		----	
Parks	-----	----		----	
Streets	9.3A	8.1%		46.5%	
Railroad	-----	----		----	
	9.3A	8.1%		46.5%	
Total Developed	20.0A	17.4%		100.0%	
Undeveloped & Vacant.....	95.0A	82.6%			
TOTAL AREA	115.0A	100.0%			

HOUSING ANALYSIS ZONE E

Condition of Structures	Standard	% of Total Units	Substandard	% of Total Units	Dilapidated	% of Total
Single family	51	94.4%	2	3.7%	----	----
Vacant single family.....	----	----	1	1.9%	----	----
Dwelling Units	Number of Units	% of Total Units				
Single family	53	98.1%				
Vacant single family....	1	1.9%				
	54	100%				
Estimated Population 178						
3.3 persons/dwelling unit						

LAND USE ANALYSIS ZONE F

	Acreages	% of Total Neighborhood	% of Developed Land
Residential			
Single family	12.6A	25.2%	38.7%
Multi-family	1.1A	2.2%	3.4%
Trailers	0.6A	1.2%	1.9%
	14.3A	28.6%	44.0%
Commercial	1.8A	3.6%	5.5%
Industrial	1.3A	2.6%	4.0%
Motel-Hotel .....	.....	....	....
Semi-Public	0.5A	1.0%	1.5%
Public owned	0.9A	1.8%	2.8%
Parks	0.2A	0.4%	0.6%
	4.7A	9.4%	14.4%
Streets	12.1A	24.2%	37.1%
Railroad	1.5A	3.0%	4.6%
	13.6A	27.2%	41.7%
Total Developed	32.6A	65.2%	100.0%
Undeveloped & Vacant.....	17.4A	34.8%	
TOTAL AREA	50.0A	100.0%	

HOUSING ANALYSIS ZONE F

Condition of Structures	Standard	% of Total Units	Substandard	% of Total Units	Dilapidated	% of Total
Single family	65	70.0%	14	15.0%	....	....
Vacant single family.....	1	1.1%	1	1.1%	....	....
Multi-family	6	6.4%	2	2.1%	....	....
Trailer	4	4.3%	....	....	....	....

Dwelling Units	Number of Units	% of Total Units
Single family	79	85.0%
Vacant single family....	2	2.2%
Multi-family	8	8.5%
Trailer	4	4.3%
	93	100%

Estimated Population 214
2.3 persons/dwelling unit

LAND USE ANALYSIS ZONE G

	Acreages	% of Total Neighborhood		% of Developed Land	
Residential					
Single family	7.4A	7.8%		8.2%	
Multi family	0.7A	0.7%		0.8%	
Trailer .....	.....	....		....	
	8.1A	8.5%		9.0%	
Commercial	15.8A	16.6%		17.6%	
Industrial	5.3A	5.6%		5.9%	
Motel-Hotel	2.9A	3.1%		3.2%	
Semi-Public	1.4A	1.5%		1.6%	
Public owned	5.4A	5.7%		6.0%	
Parks	0.5A	0.5%		0.6%	
	31.3A	32.9%		34.9%	
Streets	45.9A	48.3%		51.1%	
Railroad	4.5A	4.7%		5.0%	
	50.4A	53.1%		56.1%	
Total Developed	89.8A	94.5%		100.0%	
Undeveloped & Vacant.....	5.2A	5.5%			
TOTAL AREA	95.0A	100.0%			

HOUSING ANALYSIS ZONE G

Condition of Structures	Standard	% of Total Units	Substandard	% of Total Units	Dilapidated	% of Total
Single family	55	33.5%	6	3.7%	....	....
Vacant single family.....	....	....	....	....	4	2.4%
Multi-family	88°	53.7%	11°	6.7%	....	....

Dwelling Units	Number of Units	% of Total Units
Single family	61	37.2%
Vacant single family....	4	2.4%
Multi-family	99°	60.4%
	164	100%

° = Number of Dwelling Units

Estimated Population 377
2.3 persons/dwelling unit

LAND USE ANALYSIS ZONE H

	Acreages	% of Total Neighborhood		% of Developed Land	
Residential					
Single family	0.9A	6.0%		10.1%	
Multi-family	-----	----		----	
Trailer	1.7A	11.3%		19.7%	
	2.6A		17.3%		29.2%
Commercial	0.3A	2.0%		3.4%	
Industrial	1.7A	11.3%		19.1%	
Motel-Hotel	-----	----		----	
Semi-Public	-----	----		----	
Public owned	-----	----		----	
Parks	-----	----		----	
	2.0A		13.3%		22.5%
Streets	4.3A	28.7%		48.3%	
Railroad	-----	----		----	
	4.3A		28.7%		48.3%
Total Developed	8.9A	59.3%		100.0%	
Undeveloped & Vacant.....	6.1A	40.7%			
TOTAL AREA	15.0A	100.0%			

HOUSING ANALYSIS ZONE H

Condition of Structures	Standard	% of Total Units	Substandard	% of Total Units	Dilapidated	% of Total
Single family	7	25.0%	----	----	----	----
Multi-family	6	21.4%	----	----	----	----
Trailer	15	53.6%	----	----	----	----
Dwelling Units	Number of Units	% of Total Units				
Single family	7	25.0%				
Multi-family	6	22.2%				
Trailer	15	53.6%				
	28	100%				
Estimated Population 76						
2.8 persons/dwelling unit						

COMMERCIAL FLOOR SPACE — ZONE 2

	Sq. Footage	% of Specific Use	% of Zone Use	% of Total Use
Commercial				
Commercial Services	12,008	9.9%	18.3%	1.6%
Convenience Retail	9,165	13.7%	14.0%	1.2%
Primary Retail .....	.....	.....	.....	.....
Secondary Retail	15,224	16.3%	23.2%	2.0%
Commercial Recreation .....	.....	.....	.....	.....
Private Offices	1,820	63.4%	2.8%	0.2%
	38,217	9.8%	58.3%	5.0%
Hotel-Motel				
42 Units	12,126	14.0%	18.6%	1.6%
Industrial	13,124	8.6%	20.0%	1.8%
Public				
Public Buildings .....	.....	.....	.....	.....
Public Offices .....	.....	.....	.....	.....
Semi-Public* .....	.....	.....	.....	.....
Vacant	2,030	7.1%	3.1%	0.2%
Total Floor Space	65,497	8.6%	100.0%	8.6%

15 Businesses are located in Zone #2

17 Buildings are used by the commercial enterprises

1 Commercial building is vacant

* Does not include churches

COMMERCIAL FLOOR SPACE — ZONE 1

	Sq. Footage	% of Specific Use	% of Zone Use	% of Total Use
Commercial				
Commercial Services	11,412	9.4%	16.4%	1.5%
Convenience Retail	4,552	6.7%	6.5%	0.6%
Primary Retail	7,875	10.7%	11.3%	1.0%
Secondary Retail	4,160	4.5%	6.0%	0.6%
Commercial Recreation	17,290	54.0%	24.9%	2.3%
Private Offices .....	.....	.....	.....	.....
	45,289	11.6%	65.1%	6.0%
Hotel-Motel				
32 Units	11,794	13.6%	16.9%	1.5%
Industrial	8,940	5.9%	12.9%	1.2%
Public				
Public Buildings	3,500	3.4%	5.1%	0.4%
Public Offices .....	.....	.....	.....	.....
	3,500	3.1%	5.1%	0.4%
Semi-Public° .....	.....	.....	.....	.....
Vacant .....	.....	.....	.....	.....
Total Floor Space	69,523		100.0%	9.1%

18 Businesses are located in Zone #1

27 Buildings are used by the commercial enterprises

° Does not include churches

COMMERCIAL FLOOR SPACE — ZONE 3

	Sq. Footage	% of Specific Use	% of Zone Use	% of Total Use
Commercial				
Commercial Services	82,356	68.0%	17.2%	10.8%
Convenience Retail	41,395	61.8%	8.7%	5.5%
Primary Retail	62,374	84.9%	13.1%	8.2%
Secondary Retail	64,347	68.9%	13.5%	8.4%
Commercial Recreation	13,800	43.1%	2.9%	1.8%
Private Offices	1,050	36.6%	0.2%	0.1%
	265,322	68.0%	55.6%	34.8%
Hotel-Motel				
139 Units	54,261	62.6%	11.4%	7.1%
Industrial**	41,185	27.1%	8.6%	5.4%
Public				
Public Buildings***	78,223	76.1%	16.4%	10.4%
Public Offices	9,871	100.0%	2.1%	1.3%
	88,094	78.2%	18.5%	11.5%
Semi-Public*	13,400	100.0%	2.8%	1.8%
Vacant	14,782	51.7%	3.1%	2.0%
Total Floor Space	477,044	62.6%	100.0%	62.6%

125 Non-residential structures in Zone #3+

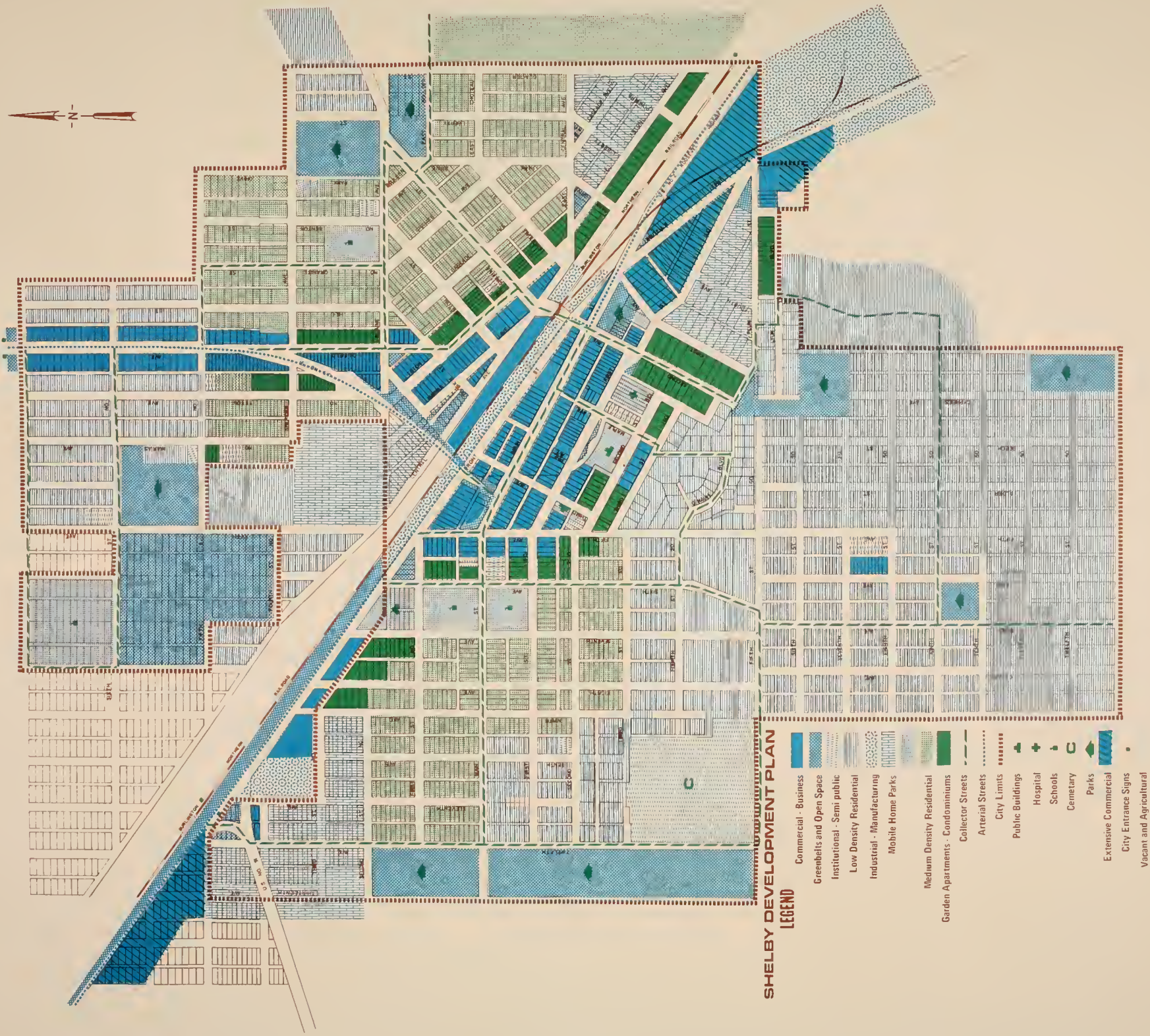
139 Non-residential establishments in Zone #3

6 Vacant non-residential buildings

* Does not include churches

** Does not include grain bins or petroleum storage tanks

*** Does not include schools



SHELBY DEVELOPMENT PLAN **LEGEND**

- Commercial - Business
- Greenbelts and Open Space
- Institutional - Semi public
- Low Density Residential
- Industrial - Manufacturing
- Mobile Home Parks
- Medium Density Residential
- Garden Apartments - Condominiums
- Collector Streets
- Arterial Streets
- City Limits
- Public Buildings
- Hospital
- Schools
- Cemetery
- Parks
- Extensive Commercial
- City Entrance Signs
- Vacant and Agricultural

